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PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes

Report on the enabling political and social environment in Malawi, 1992-1993, and its effect on the implementation of the fifth country programme

Report of the Administrator

SUMMARY

In response to Governing Council decision 92/95, section II, of 19 May 1992, the present report provides a policy review, after one year, of the enabling political and social environment in Malawi and its effect on the implementation of the fifth country programme. The report is based on the findings of a fact-finding mission which visited Malawi in February 1993 and held consultations with government officials, national groups and the donor community. All parties consulted agreed that significant improvements had been made in the area of basic human rights.

The Administrator recommends that UNDP should continue the fifth country programme, maintaining its sharp focus on human development through poverty alleviation at the local level and should at the same time actively encourage and facilitate the process of political change and its contribution to the achievement of the programme goals. Four major areas of concentration have been approved and their implementation has begun to address the salient features of poverty in the country. The four areas are: smallholder agricultural productivity; small enterprise development; social development; and management for development.

1. The present report is submitted to the Governing Council pursuant to section II of its decision 92/25 of 19 May 1992 that there should be a "policy review, after one year, of the enabling social and political environment and its effect on the implementation of the (fifth country) programme".

I. FINDINGS OF THE MISSION

2. In response to decision 92/95, a fact-finding mission visited Malawi from 3 to 11 February 1993. The mission held consultations with government officials, the donor community and national pressure groups. The conclusions of the mission can be summarized as follows:

(a) Government officials stated that the concerns expressed by donors at the 1992 Consultative Group Meeting had been addressed and that the Government had gone beyond donor demands. The following were among the measures which they said that the Government had taken: the International Committee of the Red Cross (ICRC) had been given permission to visit prisons on a regular basis; UNDP had been requested to provide technical assistance to the Ministry of Justice; the Forfeiture Act had been amended to permit forfeiture of assets only after a court procedure, allowing citizens to have their case heard in the High Court of Malawi before which the particular minister would have to show due cause for invoking the Act. Concerning freedom of speech and the press, government officials indicated two positive changes: (i) the Penal Code relating to journalists had been amended, with a change in the maximum sentence for offences from the death penalty to five years' detention and (ii) the publication of two new newspapers had started. On the issue of a single-party system, the Life President had taken the initiative to schedule a national referendum. With regard to freedom of assembly, pressure groups could now campaign freely, provided that they obtained prior permission from the police to do so. A mechanism for facilitating dialogue between the Government and the pressure groups had been established (the Presidential Committee on Dialogue) and would meet with the Public Affairs Committee on all issues of public concern, whether related to the referendum or not. The meeting between the two committees held on 9 February had made progress and certain electoral issues had been resolved in line with recommendations of a United Nations technical report. The President had decided to postpone the date of the national referendum from 15 March to 14 June 1993, at the request of the Secretary-General, to enable the United Nations to coordinate the deployment of international observers;

(b) Government officials believed that the progress achieved in meeting donor concerns deserved acknowledgement by the donors, which would encourage the Government to continue with the process. They contended that any delay in resumption of aid would call into question donor credibility and intention;

(c) The donor community and the pressure groups acknowledged that significant changes in the areas concerned had been made over the past year; some felt that it was unlikely that there could be a return to previous conditions. A number of gains had been made in the area of basic human rights but much remained to be done. Donors and pressure groups welcomed government decisions (i) to call a national referendum on a single or multi-party system; (ii) to postpone holding the referendum until June 1993; and (iii) to seek United Nations assistance in this matter. They also accepted that at the

9 February meeting willingness had been demonstrated to act on outstanding technical matters and to achieve critical compromises;

(d) While it is recognized that the Government has taken steps to address some of the stated concerns of the donors, it should be noted that these changes have taken place only recently and not without difficulty and that some have not been consistently implemented. Nonetheless, changes desired by the donors have been made, and must be regarded as evidence that the Government recognizes that good governance and democracy are necessary for development and have to be supported. Developments between the present time and the referendum in June 1993 will give key indications of the depth of the commitment of the Government to these principles. As was stated in the mission report, a final determination that these developments are tangible and irreversible evidence of a basic transformation in the way Malawi approaches these matters should take into account the final phase of the referendum process.

II. RECENT DEVELOPMENTS

3. In March, following the Government's dialogue with pressure groups, the President announced that the original 12-member Referendum Commission would be expanded by the addition of eight new members from the pressure groups. An Executive Committee of the Referendum Commission was also established with four members from both sides, with authority to make policy decisions, as recommended by the United Nations January mission on the referendum. Although pressure groups were not fully satisfied that the reconstituted Commission ensured complete parity, its first meeting proved to be successful and procedures were agreed upon for decision-making sessions. Among the outstanding issues to be resolved were the use of one versus two ballot boxes and the use of media by both sides in the campaign.

4. By 15 April 1993, the referendum campaign was well under way and the Government and pressure group viewpoints were being expressed throughout the country. The Electoral Assistance Secretariat has been established.

III. THE COUNTRY PROGRAMME

5. There are grounds for prudent optimism as far as concerns the impact of political developments on the fifth country programme since it was approved by the Governing Council at its thirty-ninth session (1992). The programme is focused on human development through poverty alleviation at the local level. Its basic premise is that poverty alleviation must occur from the bottom up, with the maximum participation of people and their leaders in the districts and villages. The programme is designed to build capacities and open up new opportunities for people to assume responsibility for their own development. The opening up of the political environment and a consequent enhanced role for local people in the development process could have a very direct and constructive influence on the fifth country programme. All four areas of concentration of the country programme have been approved and their implementation has started. They address the salient features of poverty in the country and focus on small agricultural productivity; small enterprise development; social development; and management for development.

6. Based on the Governing Council's guidance and mandate that UNDP should promote and support good governance as an essential framework for achieving development objectives, UNDP in Malawi has actively assumed this additional role by arranging for United Nations technical advice to the referendum process, by facilitating the coordination of donors in this area, and by committing $530,000 in indicative planning figure (IPF) funds to put in place a United Nations Team for the coordination and support of international observers. This new initiative has been welcomed by the Government, pressure groups and donors; it may be continued and even extended beyond the referendum and may include support for judicial and prison reform, which UNDP is fostering through consultations; an assessment mission from the United Nations Centre for Human Rights has also been planned.

IV. RECOMMENDATION OF THE ADMINISTRATOR

7. The past few months have been one of historic political activity and change in Malawi. This change has not been realized without difficulty, including the continued imprisonment of political opponents, the banning of newspapers and the outbreak of violence. Notwithstanding these setbacks, it may be recognized that the Government has responded to donor concerns by initiating a process of change in basic freedoms and human rights. Whether the changes taking place are indeed irreversible and will be further expanded can be answered only over time. What can be said at the present is that Malawi is witnessing an emerging political climate that holds promise for a more democratic system of government.

8. In the light of the apparent positive changes in Malawi's social and political situation, the Administrator recommends that UNDP should continue the fifth country programme, maintaining its sharp focus on human development through poverty alleviation and should at the same time actively encourage and facilitate the process of political change and its contribution to the achievement of the programme goals. The successful implementation of the fifth country programme will require continued positive change in the social and political situation and the resumption of external resource flows. Bilateral and multilateral aid will be required not only to provide complementary financing for UNDP-supported programmes but also to assist government development institutions. Donors have indicated that decisions on the resumption of aid will be taken in the light of the results of the referendum in June. Should this not materialize, the Administrator will again bring the matter to the attention of the Governing Council.

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UNFPA

UNITED NATIONS POPULATION FUND

Report of the Executive Director on proposed revisions to the Financial Regulations of UNFPA

Summary

The Executive Director hereby submits to the fortieth session of the Governing Council, for its approval, revisions to UNFPA Financial Regulations requiring amendments as a result of Governing Council decisions adopted in June 1990 and May 1992.

Introduction

1. The United Nations Population Fund Financial Regulations were adopted by the Governing Council, in decision 83/17, at its thirtieth session in June 1983 and subsequently amended by decisions 84/21, 90/36 and 92/33, taken respectively at the Council's thirty-first, thirty-seventh and thirty-ninth sessions. The Executive Director hereby submits to the Council for its approval three new financial regulations concerning authorization to procure supplies, equipment and services on behalf of Governments and other organizations, and to enter into cost-sharing arrangements with Governments and/or external donors. These amendments were made necessary as a result of Governing Council decisions adopted in June 1990 and May 1992.

Procurement

2. UNFPA's review of its Financial Regulations and Rules revealed that UNFPA did not have the legislative authority to conclude reimbursable procurement arrangements with Governments, specialized agencies or other inter-governmental and non-governmental organizations. The Fund considered such authority necessary if it was to act as procurement agent as implied in paragraph 7 of Governing Council decision 91/35 of 25 June 1991, which took note of "the existing contraceptive procurement facilities within the United Nations Population Fund and the opportunity for developing countries to avail themselves of its services, if they so wish". While the decision seemed to provide UNFPA with a limited mandate to function as a procurement facility to supply contraceptives for its programmes, it did not of itself seem to provide UNFPA with adequate authority to conclude reimbursable procurement arrangements with concerned agencies and organizations or to act as procurement agent. The United Nations Board of Auditors, in its report on UNFPA's financial statements for the biennium ended at 31 December 1991, emphasized the need for immediate remedial action to establish the necessary legislation authorizing UNFPA to provide procurement services on behalf of other United Nations agencies. Consequently, UNFPA requested the United Nations General Legal Division to assist it in establishing the legislative authority, similar to that of UNICEF or UNDP, for UNFPA to enter into procurement arrangements with governmental agencies and other organizations.

3. In the view of the United Nations General Legal Division, it would be necessary for the Governing Council to adopt specific regulations authorizing UNFPA to undertake procurement functions on behalf of Governments and other organizations in support of activities within its mandate. With the assistance of the United Nations General Legal Division, UNFPA has drafted two new financial regulations to address this issue. Regulation 5.4 would be included in the UNFPA Regulations and Rules under Article V - "Trust Funds"; Regulation 14.6 would be included under Article XIV - "Internal Control". The proposed new regulations are as follows:

Article V - TRUST FUNDS

Regulation 5.4: Funds received by UNFPA under Regulation 14.6 for procurement of supplies, equipment and services on behalf and at the request of Governments, specialized agencies or other inter-governmental or non-governmental organizations shall be treated as trust funds.

Article XIV - INTERNAL CONTROL

Regulation 14.6: Supplies, equipment and services may be provided by UNFPA under procurement arrangements on behalf and at the request of Governments, specialized agencies or other inter-governmental or non-governmental organizations, where such supplies, equipment and services are required for purposes related to UNFPA activities and are consistent with the aims and policies of UNFPA, on the basis of full payment in advance of the procurement activities, to cover all costs, including insurance and service fees, connected with the procurement of such supplies, equipment and services.

4. UNFPA considers that the above text provides the necessary authority for UNFPA to undertake procurement arrangements with Governments and other organizations. It also ensures that UNFPA would be fully paid in advance of the procurement activities for all costs connected with such procurement, including a procurement service fee at a rate established by the Executive Director. This procurement service fee would be accounted for as miscellaneous income of UNFPA.

Cost sharing

5. At its thirty-ninth session, the Governing Council requested "the Executive Director to submit to the Governing Council at its fortieth session proposed amendments to the financial regulations of the United Nations Population Fund which upon consideration by the Governing Council at that session would permit the Executive Director to enter into cost-sharing arrangements with recipient Governments on their request and/or with external donors" (decision 92/33, para. 7).

6. The proposed UNFPA financial regulations on cost-sharing arrangements are patterned on those of UNDP (Financial Regulations 2.2 C (vi), 4.10 and 4.11). UNFPA Regulation 2.2 C (vi) is to be included under Article II - "Definitions"; Regulations 4.12 and 4.13 are to be included under Article IV - "UNFPA Funds". Consequently, current Regulations 4.12 and 4.13 will be renumbered 4.14 and 4.15 respectively. For the purpose of the Financial Regulations of UNFPA, the following definition in respect of "cost-sharing" shall apply.

Article II - DEFINITIONS

Regulation 2.2 C (vi): "Cost sharing" shall mean an arrangement by which the costs of projects that are normally charged to UNFPA regular resources, including the reimbursement of the related administrative and operational service costs paid to executing agencies, are covered in full or in part by a contribution or contributions from the recipient Government, or from one or more Governments other than the recipient Government, or from an organization or organizations of the United Nations system, or from inter-governmental institutions or agencies not part of the United Nations system. Such arrangement may be made on the following basis:

- **Project cost sharing whereby the contribution relates to a specific project;**
- **Programme cost sharing whereby the contribution relates not to a specific project but to all or several projects in a recipient country or region; and**

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- **Third party cost sharing, which can be either project or programme cost sharing, whereby the contribution is paid by one or more entities other than the recipient Government.**

7. The introduction of cost-sharing arrangements, as a new co-financing modality, would permit UNFPA to expand its resources for population activities through contributions from recipient Governments and/or other external donors. The Fund's other principal co-financing modality, multi-bilateral funding under trust funds arrangements, has been operational for some time. The main differences between these two principal co-financing arrangements would relate to how the contributions and expenditures are recorded under each arrangement. Cost-sharing financing would be expected to be simpler and easier to implement. Cost-sharing contributions would be set forth in the project document and/or in a written agreement with the contributing party in advance of project expenditures. All funds under cost-sharing arrangements would be reported as contributions to UNFPA regular resources. Expenditures would be reported in the UNFPA Account. Under the current multi-bilateral funding arrangement, the specific project inputs that the donor wishes to fund are stated in a separate project document and budget as necessary. Expenditures on these items are charged to the trust fund and maintained in a separate ledger. Furthermore, cash contributions in respect of the trust fund are placed in an account that is separate from UNFPA's general resources, and interest is accrued on balances held.

8. Under the proposed cost-sharing arrangement, all cash contributions, including those from recipient Governments and third parties, would be made to the UNFPA Account and commingled with UNFPA regular resources. Although the various co-financers may be supporting specific project inputs, all project funds, regardless of source, would be integrated into a single, consolidated project budget and not segregated by specific contribution.

9. The cost-sharing contribution would be administered by UNFPA in accordance with UNFPA Regulations and Rules and in keeping with standard procedures for the execution of UNFPA projects. Contributions would be paid pursuant to a written agreement made between the contributor and the Executive Director. Such agreement would specify that the contributions should be paid in advance of the implementation of planned activities. Administrative and operational service (AOS) costs for projects executed by United Nations executing agencies would be charged at the rate established by the Governing Council. AOS costs for projects executed by UNFPA, by NGOs, and by Governments, with the assistance of UNFPA field offices, would be charged at rates as determined by the Executive Director, or as approved by the Governing Council when appropriate. Credits earned by charging AOS costs to government-executed projects would be applied to the UNFPA administrative and programme support services (APSS) budget in order to offset administrative expenditures.

Article IV - UNFPA FUNDS

Regulation 4.12: The Executive Director is authorized to enter into cost-sharing agreements, including third party cost-sharing agreements, provided such cost-sharing arrangements have been accepted by the recipient country or countries, subject to such principles as the Governing Council may establish.

Regulation 4.13: Cost-sharing agreements and contributions thereunder shall be subject to the following conditions:

(a) Contributions would be denominated in United States dollars; however, UNFPA would accept payment in the local currency of a recipient Government to the extent that such currency could be used to meet project requirements;

(b) Contributions would be paid pursuant to a written agreement made between the contributor and UNFPA. Such agreement would specify that the contributions should be paid in advance of the implementation of planned activities. All third-party contributions would be accepted subject to the agreement of the recipient Government.

(c) In case of default in making the payments required under sub-paragraph (b) above, UNFPA would be under no obligation to provide funds from its regular programmable resources for any of the activities planned, although it may wish to cover the costs of such activities from its regular resources if such resources are available.

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PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes

INTERIM REPORT ON THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME FOR RWANDA

Report by the Administrator

In response to Governing Council decision 93/4, section VIII, of 19 February 1993, this report provides information on the status of the two priority programmes, as well as on the current situation in the country and its impact on the implementation of the programme.

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I. INTRODUCTION

1. During its special session held in February 1993, the Governing Council approved the fifth country programme for Rwanda (DP/CP/RWA/5), with the provision that the Administrator should present an interim report to the Council at its fortieth session on the implementation of the country programme as well as the impact which the evolution of the general context of the country might have on the implementation of the programme.

2. It was also recommended that UNDP should envisage organizing a round table for donors on the humanitarian aspects of the emergency situation in Rwanda and the needs of displaced persons.

II. STATUS OF THE FIFTH COUNTRY PROGRAMME

3. The following two objectives have been established for the fifth country programme for Rwanda:

(a) Poverty alleviation and social development, aimed at generating income and creating employment in rural areas and improving access to social services;

(b) Building national capacities for development planning and management, pursuant to the recommendation of the round-table conference held at Geneva on 2-3 July 1992 regarding the building of public administration capacities. This objective also constitutes an essential tool for promoting the democratization process.

4. The current status of the two subprogrammes is described below.

A. Poverty alleviation

5. The fact-finding and programming missions which were carried out in July 1992 and January/February 1993 helped to mobilize the participation of several donors: Belgium, Denmark (represented by a non-governmental organization, BORNEFONDENO), Switzerland, the United States of America and United Nations specialized agencies, namely, the United Nations Capital Development Fund (UNCDF), the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO). A note containing specific action proposals for the implementation of the national poverty alleviation programme was approved by the Government.

6. The priorities established (generating income, creating employment and improving access to social services) emphasize direct support to the population and will be reflected mainly through training in participatory management at the local level and building the capacities of grass-roots organizations.

7. At the same time, the formulation of UNDP assistance to the national social action programme is being finalized, as are the discussions with the Government

and the World Bank concerning the Government's contribution to cost-sharing ($1.9 million out of a total budget of $4.9 million).

8. In November 1992 UNDP funded a workshop in preparation for the mid-term review of the medium-term programme to combat acquired immune deficiency syndrome (AIDS). A resource mobilization meeting is scheduled to be held in May 1993.

9. In this context, UNDP began formulating the assistance programme in collaboration with WHO and the principal donors, namely, Belgium, the United States and France. The programme which is being formulated reflects the priorities chosen during the UNDP mission to Rwanda, carried out for the purpose of evaluating UNDP coordination efforts in this area, and thus establishes the role envisaged for UNDP with regard to:

(a) Heightening national leaders' awareness of the socio-economic impact of AIDS (support for the national commission to combat AIDS);

(b) Enhancing the programming and management capacities of the national programme to combat AIDS;

(c) Providing psychological, medical and social support.

B. Building national capacities for development planning and management

10. From 18 to 29 May 1992, UNDP, its French and Canadian cooperation partners and the Department of Economic and Social Development carried out, in close collaboration with the Rwandese authorities, a mission for the purpose of formulating a programme to build national capacities for development planning and management.

11. Upon the conclusion of this mission, a note containing broad outlines of an action programme was submitted to the Rwandese authorities and to representatives of the international community.

12. The reception given to this note was very favourable. It was approved by the Government and was included in the deliberations and recommendations of the round-table conference held at Geneva on 2-3 July 1992. On this occasion, the donors established a coordinating group specially entrusted with the implementation and follow-up of this programme; secretariat services were provided by UNDP.

13. Having obtained the approval of the Government and the support of the international community, UNDP, its French and Canadian cooperation partners and the Department of Economic and Social Development organized the programming mission, the conclusions and recommendations of which were approved during a high-level workshop held at Kigali on 3 February 1993 and presided over by the Prime Minister and the Minister of Planning, with the participation of heads of agencies and cooperation missions in Rwanda.

14. During the workshop, the Government and the donors reached a consensus on the donors' areas of involvement, the programme activities to which priority is to be given and the order in which they are to be implemented, coordination mechanisms and follow-up and evaluation indicators for programme implementation.

15. On the basis of this consensus, the UNDP office at Kigali intensified its consultations with the other donors concerned, namely, Belgium, Canada, the United States, France and the World Bank.

16. These consultations, which were held both at Kigali and at individual donor headquarters, helped to define more clearly the main features of the UNDP cooperation programme, which will be focused on planning and economic management, the administrative structure and human resources management in public administration.

III. CURRENT SITUATION IN THE COUNTRY

17. The establishment of a multiparty Government helped to bring about a cease-fire, which took effect on 31 July 1992. Political negotiations were initiated between the Government and the Rwandese Patriotic Front (RPF) concerning: (a) the rule of law; (b) power-sharing; (c) the integration of RPF combatants into the Rwandese armed forces; (d) the return of refugees; and (e) the duration of the period governed by protocols of agreement on the rule of law and political power-sharing.

18. However, the resumption of hostilities on 8 February 1993 brought the negotiations to a standstill and caused:

(a) The displacement of more than 900,000 persons, many of whom suffer from malnutrition (54 per cent of the children) and infectious and diarrhoeal diseases;

(b) The destruction of public buildings, infrastructure, crops and the environment (total deforestation).

19. On 7 March 1993, the Prime Minister and the head of RPF signed a new cease-fire agreement at Dar es Salaam, and on 13 March 1993 negotiations resumed at Arusha. At the same time, the Secretary-General of the United Nations dispatched two missions to Rwanda to study the possibility of the deployment o. military observers. Lastly, an inter-agency mission carried out by the Department of Humanitarian Affairs from 12 to 25 March 1993 prepared a consolidated action programme for emergency humanitarian assistance, for which an appeal was launched on 12 April 1993.

IV. IMPACT ON THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME

20. UNDP assistance has not escaped the general impact of the socio-political situation described in section III above. Since 1991, UNDP has been requested by the Government to assist it in managing the new situation created by the armed conflict. First, a project financed from Special Programme Resources (SPRs) (INT/91/707, in the amount of $246,641) was approved in order to support

the implementation of the Dar es Salaam Declaration of February 1991 and to prepare for the socio-economic reintegration of refugees. UNDP then financed, from development support services funds (DSS), an assessment of the needs of persons displaced by war, which made it possible to mobilize resources (more than $25 million) and to establish a crisis committee to coordinate efforts to assist those displaced by war.

21. As part of the effort to enhance the coordination of assistance to persons displaced by war, the Administrator approved two projects financed from SPRs: RWA/92/004 ($100,000) and RWA/93/002 ($100,000). In January 1993, UNDP was requested by the Government to assist it in coordinating post-war efforts in collaboration with donors (support for the electoral process, the resettlement of those displaced by war, reintegration and demobilization).

22. While all these forms of assistance helped to build the Government's capacity to manage the new situation, the fulfilment of the two objectives of the fifth country programme should contribute to the carrying out of the activities required during the transition period. Nevertheless, it would appear necessary to harmonize the actions undertaken in each area of concentration so as to promote better integration among target groups, displaced persons and refugees, as well as to ensure that such actions dovetail with those of other donors.

New proposals for the implementation of the fifth country programme

Poverty alleviation

23. This subprogramme will also include assistance for the re-establishment of displaced persons, in addition to the aspects already chosen: the fight against AIDS, the national social action programme and the adaptation of the educational system. Following the example of the humanitarian emergency appeal, UNDP decided to organize, in cooperation with the Department of Humanitarian Affairs, a humanitarian emergency round table to assist the Government in managing the situation of those displaced by war, refugees and demobilized troops. The use of SPR financing for the preparations for this round table was approved by the Administrator on 14 April 1993.

24. Through the humanitarian emergency round table, UNDP will participate, together with other donors, in the programme to resettle those displaced and to rebuild war-ravaged areas. UNDP assistance will be used to coordinate aid in this area and to support the mobilization of the population groups concerned for the reactivation of agricultural production, the carrying out of microprojects and the rehabilitation of the environment. These efforts, which will complement the emergency appeal launched by the Department of Humanitarian Affairs, are, however, subject to the agreement of the two parties concerned (the Government and RPF).

25. A total of $13.56 million will be allocated from indicative planning figure (IPF) resources, as compared with the initial allocation of $14.67 million, and cost-sharing contributions totalling $3 million are envisaged. The various aspects of this subprogramme will be formulated no later than July 1993 with the

participation of the United Nations specialized agencies, the donors concerned and non-governmental organizations.

Building national capacities for development planning and management

26. The assistance provided for the subprogramme on building management capacities will be concentrated initially on the areas of particular relevance to the key issues of the political transition, specifically: aid coordination; the implementation of the public investment programme; taxation and debt management; public administration management; the introduction of communal reforms; the reform and organization of government ministries; national accounting; and statistics.

27. The other areas of regional development, and national long-term perspective studies, would be subject to a decision to be taken after the national elections, in consultation with other donors, whose assistance would, for the time being, be concentrated on the ministries that deal with finance (France, the United States Agency for International Development (USAID), the European Community), agriculture (Belgium, the European Community, France, Switzerland, USAID) and planning (the European Community, France). UNDP assistance in this area would help to promote public management and thus to develop national governing capacity. Furthermore, specific assistance to the Government is envisaged in respect of an evaluation of the budgetary and financial situation and preparations for future discussions relating to the macroeconomic framework for the period 1994-1996 and the measures which should accompany a programme for economic recovery and the reactivation of economic growth. Such assistance will be coordinated with the World Bank, the International Monetary Fund (IMF) and the principal donors, thus helping to support the balance of payments and the national budget through the use of counterpart funds.

28. An allocation to this programme of $7 million from IPF resources is proposed, as compared with the initial allocation of $12.2 million. The document describing the contribution, which has already been prepared in collaboration with the Management Development Programme, Canada and France, will be submitted to headquarters for study and approval in June 1993.

Support for national reconciliation

29. As it does in other countries, UNDP proposes to provide support for the process of national reconciliation, which should mainly be reflected in efforts to facilitate demobilization and the reintegration of demobilized troops into the socio-economic life of the country and in strong support for democratization (preparations for the elections, civic education, etc.).

30. This programme will be developed in coordination with the other donors concerned (Canada, France, Germany, Switzerland and the United States). An allocation of $1.5 million is envisaged for its implementation.

31. The unprogrammed reserve will be increased from $3 million to $10.013 million so as to take into account the lower level of resources.

V. RECOMMENDATION BY THE ADMINISTRATOR

32. In order to alleviate, to the extent possible, the suffering of the Rwandese people and to prepare for the rebuilding of the country, the Administrator recommends that the Governing Council approve the amendments to the fifth country programme for Rwanda so as to take into account the needs for assistance in the resettlement of those displaced and in national reconciliation.

FINANCIAL SUMMARY: IPF RESOURCE UTILIZATION MATRIX 1993-1996

	As per document DP/CP/RWA/5	As per the proposed amendments
	(Thousands of dollars)	
Poverty alleviation	14 673	11 660
National social action programme	3 334 a/	3 334 a/
AIDS b/		b/
Development of grass-roots capacities	11 339	2 800
Social development		2 026
Rebuilding and aid to those displaced	-	2 900
	14 673	11 660
Building national capacities for development planning and management	12 200	7 000
Support for national reconciliation	200	1 500
Non-programme projects	-	500
Subtotal	27 073	20 660
Unprogrammed reserve	3 000	10 013
TOTAL	30 073	30 673

a/ An amount of $1.9 million from International Development Association (IDA) funds is envisaged as complementary financing.

b/ Bilateral co-financing totalling $600,000 is envisaged.

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PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes

Case-by-case project approval

Report of the Administrator

SUMMARY

This brief report discusses the framework in which the Administrator undertakes to approve projects on a case-by-case basis in countries where there has been a disruption in the conditions required for country programming. The Governing Council, at its special session in February 1993, decided to discuss this matter of case-by-case project approval at its fortieth session. This report has been prepared to serve as background for that discussion.

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I. INTRODUCTION

1. At its special session in February 1993, the Governing Council decided to discuss the general question of project approval on a case-by-case basis at its fortieth session in June 1993.

II. STATUS

2. Case-by-case project approval is distinct from one- and two-year extensions of country programmes. The request for an extension of a country programme is made when there is every expectation that a new country programme can be formulated, but more time is required to consult on strategy and, in some cases, to agree on cost-sharing and other funding arrangements. The extension of a country programme allows for the continuation of ongoing activities which are still considered to be priorities, as well as for moving in new directions as appropriate. Indicative planning figure (IPF) funds are committed during the period of the extension on a limited basis. The Administrator may approve an extension for one year, but the Governing Council must authorize an extension for a second year.

3. Case-by-case project approval, on the other hand, is opted for in countries where there has been an emergency or extreme situation of instability as a result of political unrest, conflict or natural disaster. In these situations, the normal conditions for UNDP country programming have been disrupted or the country programme is no longer deemed to be relevant in the changed circumstances. In some extreme instances, the United Nations security rating prevents field personnel from operating in the country.

4. UNDP experience in such countries allows it to be able to respond quickly to the changed situation. In doing so, UNDP typically works closely with other United Nations agencies, non-governmental organizations (NGOs) and other indigenous groups to develop, on a consensual basis, a short-term plan of action. Frequently a comprehensive needs assessment is carried out to guide donor response to the requirements of the country. In cases where humanitarian assistance is called for, UNDP works closely with the United Nations Department for Humanitarian Affairs and other relief agencies.

5. The decision to advocate case-by-case project approval typically arises when there has been an assessment by UNDP and the Government, in consultation with the Governing Council, that the situation in the country is such that the UNDP country programme can no longer be implemented and conditions are not ripe to formulate and set into motion a new country programme. Nevertheless, the need is recognized for UNDP assistance, often in support of relief operations, but also for further rehabilitation and reconstruction and for coordination of external assistance. In such circumstances, the Administrator may be authorized, on an exceptional basis, to approve projects as appropriate without benefit of a country programme framework until such time as the situation in the country normalizes.

6. Assistance in countries where projects are being approved on a case-by-case basis is frequently targeted to groups that have been hardest hit by the

conflict or disaster - often women, children, the disabled, demilitarized personnel and displaced persons. Project activities include, for example, restoration of basic infrastructure and capacity for food production, of water supply and sanitation facilities and of irrigation. Shelter, food and medical assistance are often made available, as are opportunities for training and retraining.

7. With the resumption of political stability, adequate security for field personnel and conditions in which development can again be perceived as a priority national objective, UNDP seeks immediately to re-establish the country programming process.

8. In its decision 92/25 of 26 May 1992, the Governing Council authorized the Administrator to approve projects on a project-by-project basis for eight countries: Afghanistan, Cambodia, Haiti, Kuwait, Lebanon, Liberia, Myanmar and the former Yugoslavia. In paragraph 4 of its decision 93/4 of 19 February 1993, the Council took note of the Administrator's intention to continue to approve projects on a case-by-case basis for Somalia, pending normalization of the situation in the country, and requested the Administrator to report orally to the Council at its fortieth session on the results and progress of UNDP efforts in Somalia and to submit a written report on progress and results to the Council at its special session in February 1994. The following table indicates the resources available in the countries being assisted on a project-by-project basis and the approved budgets for the fifth IPF cycle as of March 1993.

9. The Administrator will continue to inform the Council of situations in which project-by-project approval has become necessary and seek the Council's agreement to commit IPF resources outside the established country programme framework on an exceptional basis pending normalization of the situation in the country.

Country	(1) Fourth cycle IPF Carry-over	(2) Fifth cycle IPF	(1) + (2) Total resources available during fifth cycle a/	Approved IPF fifth cycle budgets as of March 1993
Afghanistan	43.1	70.0	113.1	42.7
Cambodia	53.0	51.6	104.6	21.6
Haiti	6.3	37.7	44.0	17.7
Kuwait b/	-	-	-	-
Lebanon	11.3	7.7	19.0	4.8
Liberia	0.4	21.5	21.9	6.7
Myanmar	32.9	93.4	126.3	24.7
Somalia	5.5	57.0	62.5	21.8
Yugoslavia (former)	0.6	2.0	2.6	0.2
TOTAL	153.1	340.9	494.0	121.6

a/ It should be noted that only 75 per cent of the fifth cycle IPFs plus all of fourth cycle carry-overs are currently available for programme planning purposes.

b/ Kuwait is a net contributor to the programme and does not receive an IPF.

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PROGRAMME PLANNING AND IMPLEMENTATION

Synthesis of the findings and recommendations contained in the reports on field visits of the Standing Committee for Programme Matters in 1992

Report of the Bureau of the Governing Council

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Introduction

1. Decision 91/2 of the Governing Council, adopted at its organizational session in February 1991, made provision for up to four field visits per year to be undertaken by members of the Standing Committee on Programme Matters (SCPM) "for information purposes". Each mission was to cover not more than two countries and comprise an average of six participants, whose composition would take into account the equitable membership of the Council. The costs would be shared between UNDP and UNFPA in the proportion of 80 per cent and 20 per cent, respectively. In its decision the Council invited all donor countries, as well as other countries in a position to do so, to pay for their own participation. In the same decision, participants were invited to participate actively in the preparation of the visits and in the work of the Committee during the presentation of its findings. A copy of the decision is contained in annex I.

2. At its in-sessional meeting in February 1992, the Standing Committee, on the basis of experience gained through the fielding of the first three visits to a total of six countries (Botswana/United Republic of Tanzania, Indonesia/Sri Lanka, and Egypt/Morocco), prepared standard terms of reference to facilitate the planning of future visits. A copy of the terms of reference is contained in annex II. These were used in the preparations for the next three visits: one to India/Bhutan in March; and the others to Syria/Yemen and Bolivia/Paraguay, both in September 1992. Reports on all visits were presented to the Standing Committee at its in-sessional meetings following each such visit. Annex III contains a list of participants, countries visited, and dates of presentation of reports.

3. At its in-sessional meeting in February 1993, the Standing Committee, after taking note of the reports of the two field visits to the Syrian Arab Republic/Yemen and Bolivia/Paraguay, which had taken place in September 1992, requested the Bureau to provide a synthesis of the findings and recommendations of all reports of field visits accomplished thus far, to be reviewed at its in-sessional meeting during the fortieth session of the Governing Council. The Bureau is submitting the synthesis to the Standing Committee for consideration at its present session. The Standing Committee may wish to review the terms of reference of the field visits in the light of the experience that has been gained since the adoption of the current terms of reference in February 1992.

4. In preparing this report, the Bureau has summarized findings and recommendations on issues that were common to all, or several, reports. Views are also presented that were found to be at variance with the otherwise collective positions. An attempt has been made as well to record findings of recommendations of any one report that, in the Bureau's view, would have common application or wider interest.

I. ORGANIZATIONAL ARRANGEMENTS FOR THE MISSIONS

A. Terms of reference, lengths of visits, composition of teams, briefings and itineraries

5. Participants of the first three missions (to the United Republic of Tanzania/Botswana, Sri Lanka/Indonesia, and Egypt/Morocco) expressed the need for having standard terms of reference to facilitate the preparation of appropriately focused programmes for future field visits. The terms of reference developed by SCPM at its February 1992 meeting, and used in the preparation of the next three missions (to India/Bhutan, Syria/Yemen, and Bolivia/Paraguay) were found to be appropriate and proved useful for the purpose.

6. The opportunity of amending or fine-tuning the programmes of visits as proposed by the Resident Representative (based upon the standard terms of reference) was generally welcomed. It was suggested, however, that the proposed programme should be made available to participants two weeks in advance of the commencement of a mission to enable the field office to incorporate any suggested changes in good time.

7. The participation of a UNDP headquarters representative, particularly one with experience as a Resident Representative, had been found to be especially useful in clarifying issues and improving the team's understanding of the United Nations context. On the other hand, opinions varied as regards the presence of headquarters or local UNDP representatives in certain meetings with government officials and national project authorities. While some teams felt that the absence would have helped in better understanding concerns and expectations, one team indicated that in its experience this did not produce any change of atmosphere, nor of issues brought up.

8. All reports indicate that the missions were well organized and the field trips, especially project visits, were found to be relevant. One report drew attention to the need of having project managers adequately briefed on the purpose of the visit to avoid lengthy technical presentations and allowing, instead, the mission to focus on the role and comparative advantage of UNDP/UNFPA involvement in the specific projects.

9. The mission to the United Republic of Tanzania of 10 days duration was found to be lengthy for the purpose. Members of other missions found their average of five days work in one country not long enough to obtain a comprehensive understanding of the UNDP/UNFPA programme, but extremely useful in understanding the context of the country and some salient features of UNDP/UNFPA activity focused for their observation. In this context, it was acknowledged that the period of two weeks was about the maximum that most participants could be expected to devote to these field visits in view of their busy schedules.

10. Most reports advocated keeping courtesy calls to an absolute minimum because of time constraints. The need for maintaining an equitable gender balance in the composition of the team was also indicated. One team reported that the interpretation facility had been most helpful for those of its members who were not familiar with the working language of the country visited.

B. Work programme

11. There was general recognition of a marked improvement in the focus and contents of the teams' programmes of work since the adoption by SCPM of the standard terms of reference for the field visits. In view of time constraints, however, it was noted that the number of projects to be visited in each country may have to remain limited. To facilitate a meaningful dialogue with project personnel, it was suggested in one report that field offices should provide the team members sufficient advance background information on the projects selected including sectoral setting, project objectives, volume of total (and UNDP/UNFPA) funding, execution modality, implementing agency, etc. Within the programme, sufficient time should be allowed for meeting with UNDP/UNFPA/Agency personnel, and representatives of the World Bank, bilateral donors, regional development banks and NGOs. Time should also be provided for drafting the report.

C. Reporting formats

12. To foster uniformity and consistency in the scope and contents of mission reports, the conclusions of several reports called for the adoption by SCPM of a standard structure, or outline for the preparation of reports of future field visits. The structure of this synthesis document may provide the guidelines for the reporting formats for future field visits.

II. GENERAL ISSUES

A. Programme approach, including country programming

13. Most reports shared the view that while interest in the programme approach (as a shift from the past practice of scatterization of projects) was gradually awakening, a proper understanding of the concept, and of its implications, both in Governments and in UNDP field offices, was yet not clear. The same appeared to be true of the six priority areas identified by the Governing Council for UNDP's support to national capacity-building efforts in the fifth cycle. In such countries as Egypt and the Syrian Arab Republic, where the programme approach is being utilized to enhance the effective use and sustainability of UNDP cooperation, the degree of enthusiasm for it has appeared to vary from ministry to ministry, from those that have understood it well, and accepted the responsibility to apply it, to those that are showing resistance to the new concept that would move them away from micro-management.

14. The recurrent findings of the reports reveal that two factors appear to be among the principal causes of this phenomenon: first, the structure of, and interrelationships within, the United Nations system; and second, the somewhat uncoordinated framework of the Governments' dealings with organizations of the system at the country level. In so far as the United Nations system is concerned, fundamental changes would be required that would direct funding and other assistance to a coordinated programme rather than keeping open the avenues of seeking sporadic funding for individual projects stemming from separate agendas. These changes would allow UNDP, in coordination with other organizations of the United Nations system, to play its role as a central development agency, with limited resources, to assist Governments, at their

requests, in the preparation of sectoral, multi-sectoral or sub-sectoral strategies and, where required, in building or strengthening their capacity to coordinate all external assistance at the national level.

15. As one report stresses, the availability of a national development plan, and the Government's preparedness to discuss national programmes with UNDP appear also to be of fundamental importance for the fuller realization of the programme approach concept. Another report visualizes a great deal of work ahead for the Governing Council to define more clearly the concept of a programme approach and the fifth cycle thematic areas; and for the UNDP Administration to take steps to enhance understanding of the concept, and to put in place appropriate modalities to implement that concept.

16. The reports on the visits to Bolivia and Paraguay reflect a comparatively better understanding of the programme approach, and of its incorporation into the two fifth cycle country programmes, with the advocated priority areas being used as flexible tools to achieve specific objectives. This appeared, partly, to be the result of a conscious government effort to achieve a manageable programme, putting order in the flow of technical cooperation, and channelling assistance from several sources towards commonly accepted goals; and, perhaps, partly due to the fact that by the time of the SCPM's field visit comparatively more time had been available for the introduction of UNDP guidelines on the programme approach.

17. Citing the Bolivia country programme as a good example of the implementation of the policies enunciated in General Assembly resolution 44/211, the report recommends that it should serve as a prototype for the operational activities of the United Nations system elsewhere, and a training ground for staff of other UNDP field offices. A similar recommendation appears for the UNDP office in Paraguay.

B. Comparative advantage, including impact of the system

18. Several reports reflect commonality in the perception of UNDP's comparative advantages: neutrality in such sensitive issues as public service reforms; catalyst in developing new and innovative programmes; and speed of response in providing expertise on urgent issues. Others perceive the comparative advantages of UNDP in areas peculiar to their own needs: simpler procurement procedures; availability of foreign currency for import of equipment; facilitator to gain access to technical resources world wide, and to regional and global networks especially in high-technology areas; familiarity with the country because of its presence since 1972 (Bhutan). In both Bolivia and Paraguay, the report reveals that UNDP and UNFPA are regarded by the Governments as more sympathetic, flexible and effective agents as compared with the Bretton Woods institutions. The Governments of the United Republic of Tanzania, Sri Lanka and Indonesia reportedly saw advantage in reserving portions of their country programmes for quality gap-filling, or for unforeseen needs.

C. Coordination

19. With the exception of the reports on the field visits to Bhutan, Paraguay and the Syrian Arab Republic, the findings of all others reveal weaknesses in the local coordination mechanisms within the United Nations system. Among the principal reasons cited are the problems emanating from conflicting instructions from different agencies headquarters to their field representatives; separate representations by many agencies which produce institutional differences ranging from administrative procedures to diverse programme and budget cycles; weak coordination arrangements in the Government itself; and uncoordinated lobbying by agencies for projects.

20. The reports on the visits to Bhutan and the Syrian Arab Republic seem to indicate that the Governments' effective coordination practices, coupled with the tactful leadership role exercised by the Resident Coordinators, have gone a long way in providing better coordination within the system. The report on the visit to Paraguay, on the other hand, adds that the Resident Coordinator's unified representation of many other agencies (which do not have separate representatives in the country) has made the task easier. The report on the visit to Bhutan states that the small community has made the task of coordination less complex and success is manifested in the synchronized programming cycles which now apply to all but one of the agencies (the World Health Organization). The common view prevailing appears to be that of the need to harmonize programme cycles and to unify administrative procedures under the programme approach concept. This should contribute towards the attainment of more effective coordination within the United Nations system at the field level.

21. The report on the visit to Bolivia and Paraguay further remarks that problems in the field many times reflect a lack of coordination among agency headquarters and among governing bodies. Many times the work of field representatives is thwarted by inflexible directives from headquarters. Such comments as "the (governing body) does not allow it" are not uncommon.

22. The report goes on to say, "Nevertheless, coordination requires even greater effort. Whilst good will between individuals is important, there should be a more formal structure to permit continuity of coordination when personnel change. In this context, the idea of a single [United Nations] Coordinator with greater authority and the necessary means should be considered."

23. The few reports that have commented on coordination with bilateral donors referred mainly to the informal nature of the current effort, although the potentials for this role were recognized. The only exception is the report on the visit to Morocco in which UNFPA has been commended for successful coordination with bilateral donors. Here again it is stated that UNFPA's coordination efforts with other United Nations agencies there have been frustrating. The team visiting Indonesia found that UNDP could play a greater role, serving as catalyst while projecting a focused image of the efforts within the donor community. The report on the visit to the United Republic of Tanzania, noting the monthly donor meetings co-chaired by UNDP and the World Bank, which mostly dealt with administrative matters, found the situation complicated by the weak coordination capacity of the Government. It stated that UNDP will have to play a very active role to help improve the situation.

D. National capacity building, including national execution

24. In several reports the question of national capacity building is reflected in the treatment of the issue of national execution, while in others the examination of the use of the programme approach in country programming highlights the raison d'être of that exercise, i.e. support to national capacity-building efforts. The common view is that while with past UNDP/UNFPA cooperation significant transfers of technology have taken place, support to the process of national capacity building has been slow partly because of the nature of the United Nations system's involvement in the programmes and projects, and partly because of the tendency in the Governments to continue to rely on the United Nations specialized agencies to maintain their traditional form of support.

25. On the other hand, as the reports on the visits to Egypt, Bolivia and Paraguay reveal, a strong government commitment to self-reliant national capacity building tends to introduce changes in the nature of the relationships with organizations of the United Nations development system by transforming them from a role of supporting ongoing sectoral activities, and introducing new ones under indicative planning figure (IPF) and other forms of funding, to assisting in the creation or strengthening of national capacity to plan, strategize, execute, implement, and monitor the implementation of national development plans, programmes and projects. In this scenario, plans and strategies are developed, programmes are formulated and projects are executed by national personnel, serving with national institutions under national supervision and guidance, with such technical advice and support from the United Nations system as deemed necessary.

26. National execution plays an important, if not the central, role in this process. The role of the United Nations system is to assist Governments in building or, where needed, strengthening the capacity of national institutions to assume the management and execution of all programme activities. The reports on the visits to Bolivia and Paraguay indicate clear government commitment to building and strengthening national capacity for programme and project execution, and to directing UNDP cooperation through the respective fifth cycle country programmes towards the fulfilment of this objective.

27. Reports on other field visits indicate a continuing lack of clarity over the definition of national execution which is often confused with "implementation" and "management". In India, for instance, the team reported hearing of almost one third of the combined UNDP/UNFPA programmes under national execution, yet noticing a lack of clarity on the concept. Different teams have reported similar confusion in other field offices and in Governments. The report on the visit to Morocco goes on to say that the main obstacle to national execution is not only the all-encompassing role played by the multitude of donors at the project level, but also often the specialized agencies' reported reluctance to provide technical assistance to nationally executed projects. One possible reason for the reported confusion might have been the fact that both UNDP/UNFPA field offices, and recipient governmental institutions, needed time to familiarize and operationalize the new guidelines which had been received only shortly before most of the field visits of 1992 were undertaken.

28. Three other common factors affecting national execution, reported by the teams, were, first, the complex financial reporting and other procedural requirements which have often necessitated the UNDP office spending considerable time training national officials on rules and procedures; second, the limited technical and administrative capacities in the least developed countries (LDCs) and some other developing countries under special constraints where national institutions are either lacking, or not yet ready to undertake project execution responsibilities; and, third existing regulatory and procedural constraints in some Governments in recruiting and making payments to international experts, in placing fellows and organizing study tours abroad, and in undertaking international procurements.

29. To cope with these and other constraints, the teams' recommendations called for the following actions: further conceptual work by both the Governing Council, and UNDP/UNFPA administrations in defining national execution and distinguishing it from "project implementation" and "project management"; encouragement by the United Nations system of recipient countries to assume not only the administrative and operational support functions but full responsibility for the management of all development programmes assisted by the United Nations system, together with full accountability for the effective use of all external resources; where national capacities are lacking, or insufficient, UNDP and UNFPA, together with the Governments concerned, should move gradually and cautiously with the implementation of the national execution modality; concerted efforts by the organizations of the United Nations system to unify or harmonize their rules and procedures concerning support to national execution; efforts by recipient Governments, where necessary with support from the United Nations system, in changing internal rules and procedures to facilitate the assumption of national execution responsibilities with accountability obligations; and strengthening of UNDP/UNFPA field offices to enable them to assist national agencies, especially in LDCs, to gain the required know-how to carry out financial accounting of nationally executed projects.

E. Decentralization

30. The question of decentralization was observed at two different levels: field office administration, including local personnel issues; and programming activity including programme and project administration. In so far as the decentralization process in the field office administration was concerned, the teams found general satisfaction with the way this has been carried out. At the same time, there appeared to be scope for further decentralization in programming activity.

31. The team visiting India and Bhutan noted the feeling in both offices that the tendency at headquarters to micro-manage, without having the necessary capacity to process programme and project proposals, results in avoidable delays. The mission to Bolivia/Paraguay brought back a similar impression that greater decision-making could be left to the Resident Representatives without loss of control, particularly when considering that comprehensive methods for accountability already exist. It recommended that the Governing Council should consider calling for more decentralization, including greater delegation of financial approval authority to the field for both UNDP and UNFPA.

F. Agency support costs

32. The reports conclude that from the point of view of resident representatives the successor arrangements, when fully operational, would be helpful in strengthening their coordinating roles, in fostering national execution and in promoting healthy competition among implementing agencies. But these and other positive effects appeared to be some way off since the teams noted that the arrangements had yet to be fully understood by the specialized agencies, the recipient Governments and even UNDP field offices. Some of the field offices visited (Botswana, the United Republic of Tanzania, India, Bhutan, the Syrian Arab Republic and Yemen) were familiarizing their staffs with the mechanisms of the support cost arrangements and were finding the process somewhat complex. It was felt that the implementation of these arrangements would involve a considerable orientation and training effort. The report of the field visit to Morocco appears to sum up the collective feelings of the missions in recommending that the Governing Council, in cooperation with the governing bodies and secretariats of the technical agencies, must try to ensure that the new support cost arrangements are fully understood.

G. Headquarters/field office communications

33. The state of communication within the field offices, and with project personnel, and in several instances between field offices and headquarters bureaux and other units is, with an odd exception, reported generally to be sound, timely and open. Contrasting this are the findings of the reports on the flow of information and directives from the legislative bodies to the field, and feedback from the field.

34. General Assembly and Economic and Social Council resolutions, and Governing Council decisions appeared sometimes to be ambiguous, even contradictory (e.g. on national execution) at the field level. Moreover, it was found that a lack of clear definition of terms has made the implementation of some of these resolutions and decisions difficult, even resulting in misinterpretation of particular ones (e.g. Governing Council decisions on Special Programme Resources). Some decisions do not always seem to be aiming at accountability.

35. Conversely, some missions noted that a feedback on the operational impact of particular Governing Council decisions has not normally reached the Council in a timely manner. A case in point, cited in the report on the mission to Morocco, was that of the project managers' inability to hire national consultants at international rates (failing which they were not easily available, being scarce and highly in demand). With some flexibility in the decision from the Governing Council on this issue, the project managers informed the visiting team that the task of project implementation could be greatly facilitated, without incurring expenditure in international travel, subsistence, etc.

36. The common conclusion of the teams was that the Governing Council should develop a better mechanism for assessing the real impact of its decisions and systematically monitor their cost/benefit implications, particularly when such review may improve the work of the system as a whole.

H. Office for Project Services (OPS)

37. With the exception of the report on the field visit to Yemen, the reports carry positive impressions of the work of OPS in the field. Both in the Syrian Arab Republic and Bolivia, for instance, OPS activities are reported to be viewed with favour and were, in fact, on the increase. In the Syrian Arab Republic, OPS procurement facilities were noted to be in demand and were being utilized even for the purchase of equipment from government funds. Its management services were also being utilized in projects being financed from trust funds. In Yemen, on the other hand, experience is reported to have been different with implementation delays of one to three years, resulting in undue cost increases in equipment purchases.

38. The report on the field visit to Bolivia, while acknowledging the useful and effective work of OPS, has raised the point that "at the moment OPS has no clear mandate and is operating autonomously". It goes on to say that there is a need to regularize the role of OPS and to set proper parameters. The report reveals the mission's finding that in Bolivia nearly 50 per cent of UNDP's administrative costs were relating to OPS, whereas it had only a 10 per cent share of the country programme. It recommends that OPS should reimburse UNDP the cost of all services the latter provides to it in the field.

I. National Technical Cooperation Assessment and Programmes (NATCAPs)

39. The report on the field visit to the United Republic of Tanzania and Botswana, commenting on the state of NATCAP exercises in both countries, has noted the contrast in the levels of progress of the effort. In the United Republic of Tanzania, since the adoption of General Assembly resolution 44/211, the UNDP field office and the Government have collaborated in the preparation of a draft Technical Cooperation Policy Framework Paper which, in January 1992, awaited cabinet approval. Once adopted, it was expected that its utilization would have positive effect towards enhanced institution-building and a more coherent approach to the coordination of technical cooperation from all sources.

40. On the other hand, in Botswana the preparatory activity had some way to go. The team noted that the UNDP office was encouraging a constructive dialogue with the Government on this issue.

III. SPECIFIC ISSUES

A. Private sector in development

41. The common impression reflected in the findings of the reports is that while in most instances the bulk of support to this sector is being provided by other donors, UNDP's neutrality, catalytic effect, and access to all types of expertise, give it a useful role. Different teams reported varying degrees of UNDP involvement in supporting private sector development, ranging from the placement of a private sector adviser in India, and training of Indian managers through seminars, to a dialogue with the Government of Syria on the role UNDP

could have in providing policy guidance, and in drafting industrial laws and regulations, concerning the development of the country's private sector.

B. Women in Development (WID)

42. The report on the field visit to India and Bhutan briefly comments on the nature of UNDP support to WID activity in both countries. It attaches importance to the advocacy role on gender issues being pursued by a WID unit in the UNDP office in New Delhi, and to the unit's collaboration with national institutions and local NGOs in creating awareness among women, and in organizing women's cooperatives. Similarly, in Bhutan, where the report points to the need for improvement in women's situation in the areas of education and employment, it refers to UNDP's support to a campaign of the Bhutanese authorities aimed at increasing women's awareness and encouraging them in pursuing income-generating activities.

C. Technical Cooperation among Developing Countries (TCDC)

43. The common view prevailing among the reports is that, despite the great use that could be made of TCDC modalities in project planning, there remains a lack of understanding in the field offices of what constitutes TCDC. For instance, the report on the field visit to the United Republic of Tanzania points out that TCDC seems to have been confused with the practice of training Tanzanians in other developing countries (presumably under United Nations system agencies' execution). The cost advantage, that could have been gained if TCDC modalities were used in such arrangements, has thus been lost. (Under TCDC methods, costs would have been shared between the two cooperating countries with some supplementary support added from the IPF of one or both countries). The report indicates that a number of projects recently completed, or currently in progress, could have benefited from the use of TCDC methods thereby reducing total costs.

44. Similarly the report on the visits to India and Bhutan, citing external and internal constraints, concludes that in both countries much work remains to be done in this field with the support of UNDP.

45. The report on the visit to Indonesia states that the team members were particularly impressed with the UNFPA-supported TCDC activities in which Indonesia's innovative approaches to family planning were being shared with other developing countries. The report recommended that in view of the particular advantages to be derived from the use of this modality, special efforts should be made by UNFPA to support requests for its support.

D. United Nations Volunteers (UNV)

46. Reference to UNV is made in the report of the field visits to India and Bhutan. In India, despite UNV Domestic Development Services' (DDS) coverage of a wide range of diversified community-based activities, the report points out that the dimension of the country and the size of its population make the UNV role less visible and somewhat marginal.

47. The field visit to Bhutan, on the other hand, reports a different picture where UNV involvement (with 73 volunteers) in the social and economic development of the country is not only regarded as important, but also critical. However, the mission noted that because of IPF constraints, the Government intends to limit the number of volunteers and to utilize their services more to train national counterparts.

E. HIV/AIDS

48. Reports on the field visits to three countries - the United Republic of Tanzania, India and Bhutan - include references to UNDP's support to HIV/AIDS control activities. While in Bhutan there was, at the time of the visit, no UNDP activity in this area, for both India and the United Republic of Tanzania some impressions were recorded. Although in India the need for creating awareness was emphasized by the fact that many health workers in basic health units were reported to be unaware of the disease, the UNDP country programme had only one AIDS-related project. At the regional level, however, a project based in New Delhi, is covering 15 countries and an AIDS Conference was scheduled for November 1992.

49. In the United Republic of Tanzania, the mission reported that UNDP appeared to lack a coherent policy to translate into field activities. The nature of a cooperative mechanism between UNDP and WHO/GPA (Global Programme on AIDS) also appeared to be unclear. The team's report states, "It seems particularly urgent that this cooperation be improved in the United Republic of Tanzania where the spread of [the] HIV virus is reaching threatening levels."

F. Others

50. Other specific issues, touched upon in the reports, are sustainable development, human resource development, and transfers of technology.

51. The reports on the visits to Bolivia, India, Egypt, the Syrian Arab Republic and Yemen indicate that support to sustainable development, focusing especially on environmental issues, is among the main areas of concentration of their respective UNDP country programmes. Likewise, human resources development also is given priority concentration in India's country programme with almost half of the resources being devoted to activities in this sector. One of the themes of Egypt's programme focuses on human resources management, spearheaded by plans for the establishment of a "think tank" to design a National Human Resources Strategy. The first combined country programme following the merger of the two former Yemens also includes human development among its areas of concentration.

52. On the question of support to transfers of technology, the report on the field visit to India explains that UNDP assistance is being targeted for sectors where even a limited technology transfer from abroad can have a high multiplier effect. The conclusion appears to be an emerging recognition of the effectiveness of UNDP's support to national development efforts in these specific areas.

IV. ADMINISTRATIVE AND HUMAN RESOURCES ISSUES

A. Field office staffing: international, junior professional officers (JPOs), national officers, local administrative personnel

53. In the report on the field visit to Bolivia and Paraguay, participants found the staff of very high standard and professionalism at all levels, and committed to their worthy cause.

54. To help provide a better and more international perspective to the national programme officers (NPOs), the team recommended better on-the-job training outside the country of assignment, either at a regional location, or attachment to other field offices. Similar training was recommended for junior professional officers (JPOs).

55. The team also recommended appropriate recognition of administrative personnel for their contribution to the efforts of the system.

56. The team reports that at a meeting with the Association of local UNDP/UNFPA personnel in Paraguay a number of issues were raised: the need for training; more office space; better installation; and opportunities for working mothers to breast-feed their infants.

57. The team recommended that the budget and staffing of UNDP field offices should reflect the true level of resources managed, not just the IPF.

B. Common premises

58. Two reports, one of the field visit to the United Republic of Tanzania/Botswana, the other to Bolivia/Paraguay, include the question of common premises. In the United Republic of Tanzania, where UNDP, UNFPA, the United Nations Industrial Development Organization (UNIDO) and the World Food Programme (WFP) share common premises, it was found difficult to assemble the rest of the somewhat larger group of United Nations system agencies in one building at this time. In Botswana where UNDP, UNFPA, WFP and UNIDO (represented by a JPO) share the same premises, the team noted that the Government's offer of a plot of land for the construction of common premises was, inexplicably, not taken.

59. A somewhat similar experience was noted by the team in Bolivia where local enthusiasm was reportedly marred by one agency headquarters' pronouncement of inadequacy of space in a building which all agencies' offices had found suitable and agreed to occupy. In Paraguay, the proposition of common premises was being enthusiastically considered, and an offer was, in fact, in the process of being evaluated.

V. UNFPA - SPECIFIC ISSUES

60. While much of what has been summarized in the preceding paragraphs applies both to UNDP and UNFPA, it may be noted that UNFPA's comparative advantages, exemplified by its professional and flexible role in assisting in donor

coordination, training, and policy strategy development, was especially brought to the team's attention in several field offices. It was noted, however, that the capacities of Governments to coordinate population activities effectively both within their own administrations, and among donors, needed further strengthening. The team's recommendations, therefore, called for intensified efforts by UNFPA, in cooperation with UNDP, and UNICEF, towards strengthening governments' policy formulation and coordination capacities in population related activities.

61. On another front, the report of the field visit to Indonesia, while acknowledging UNFPA's long and successful history of cooperation with the country's population programme, suggested that to prevent erosion of credibility repeated revisions of resource allocations to each UNFPA country programme should be avoided by projecting programme resources at more realistic levels.

62. The report on the visit to India indicated that in relation to the size and complexity of the country's population UNFPA's role, though marginal in financial terms, is perceived by the Government as important and instrumental in many aspects. There is room for strengthening its advocacy role, especially at the national level.

63. Finally, the Bhutan report speaks of evidence of close collaboration between UNFPA and UNICEF, and acknowledges that they have synchronized their programme cycles with the Five-Year Development Plan of the Government thus enhancing coordination and relevance of their activities.

Annex I

GOVERNING COUNCIL DECISION 91/2 OF 22 FEBRUARY 1991: STANDING COMMITTEE FOR PROGRAMME MATTERS

A

The Governing Council,

Recalling its decisions 83/5 of 24 June 1983, 85/17 of 29 June 1985, 87/20 of 19 June 1987 and 90/23 of 23 June 1990,

Having considered the report of the Administrator on the Standing Committee for Programme Matters (DP/1991/4),

Taking into account the views expressed by delegations during the discussion of the subject, both at the plenary meetings of the Governing Council and during informal consultations,

Mandate

1. Decides that the Standing Committee for Programme Matters shall, with respect to the United Nations Development Programme, including its special funds and programmes, the United Nations Population Fund, as well as to United Nations technical cooperation activities within the mandate of the Governing Council:

(a) Consider major issues related to programme matters;

(b) Review country, regional, interregional and global programmes and projects;

(c) Review programme and project implementation;

(d) Consider reports on evaluation studies; and

(e) Deal with other matters relating to programme management;

Membership

2. Decides that the membership of the Standing Committee for Programme Matters shall be composed of all members of the Governing Council and that deliberations of the Committee shall be open to all participants in the Programme;

Bureau

3. Decides that the meetings of the Standing Committee for Programme Matters shall be chaired by the President of the Governing Council or by another member of the Bureau designated by the President;

Procedures, including drafting of decisions and reporting

4. Decides that the Standing Committee for Programme Matters shall work within the framework of procedures of the Governing Council, in a similar manner to the Budgetary and Finance Committee, taking into account, inter alia, the latter's practice with respect to the organization of work, the preparation of decisions, as well as the reporting of the plenary meetings of the Council;

Agenda and programme of work

5. Decides that the Standing Committee for Programme Matters shall, at its first meeting each year, determine, according to its mandate, its agenda and programme of work for the year, taking into account any matters referred to it by the Governing Council;

6. Further decides that the Standing Committee for Programme Matters shall have in-sessional meetings twice a year in connection with the organizational meeting and the regular session of the Governing Council; that every effort shall be made to ensure that the Committee's sessional meetings do not coincide with the plenary meetings of the Council; and that a maximum of two inter-sessional meetings per year may be scheduled, as required by the workload of the Committee;

Field visits

7. Decides that, for information purposes, the Standing Committee for Programme Matters, in accordance with its mandate and programme of work, shall request the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to arrange and service up to four field visits per year, each for an average of six members of the Governing Council;

8. Decides that the specific programme aspects to be looked into during the field visits shall be determined by the Standing Committee for Programme Matters;

9. Decides that the Standing Committee for Programme Matters, in selecting the participants for these field visits, shall take into account the equitable representation of the membership of the Governing Council and shall invite the participants to participate actively in the preparation of the visits and in the work of the Committee during the presentation of the findings of the field visits;

10. Decides that the selection of countries to be visited (no more than two per field visit) and the timing of the visits shall be determined in consultation with the Administrator of the United Nations Development Programme, the Executive Director of the United Nations Population Fund and the countries concerned;

11. Decides that the findings of the field visits shall be reported by the participants to the Standing Committee for Programme Matters at its subsequent meeting;

Financial arrangements

12. Decides that, in respect of low-income Governing Council member countries (with a per capita 1989 gross national product of below $750 and small island countries with a population of 2 million or less and with a 1989 per capita gross national product between $750 and $1,500), the participation at inter-sessional meetings of the Standing Committee for Programme Matters of one official responsible for technical cooperation from the capital shall be facilitated by providing funding for travel and per diem to be financed out of the administrative budgets of the United Nations Development Programme and the United Nations Population Fund;

13. Further decides that the participation in field visits shall be facilitated by providing funding for travel and per diem out of the administrative budgets of the United Nations Development Programme and the United Nations Population Fund and at the same time invites all donor countries, as well as other countries in a position to do so, to pay for their own participation in the field visits;

Programme of work for 1991

14. Decides that the programme of work of the Standing Committee for Programme Matters for 1991 shall be decided in the course of its first meeting during the special session of the Governing Council and shall include an inter-sessional meeting in May and a first series of field visits to take place in the second half of 1991;

B

The Governing Council,

Recalling its decisions 83/5 of 24 June 1983, 85/17 of 29 June 1985, 87/20 of 19 June 1987 and 90/23 of 23 June 1990,

Having considered the oral report of the Administrator on the budgetary and financial implications of the setting up of the Standing Committee for Programme Matters,

1. Reaffirms the understanding reached in the informal consultations that all donor countries and, to the extent possible, other members of the Governing Council who participate in the field visits should pay for the costs associated with their participation;

2. Authorizes the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to make provision for 1991 in the administrative budgets of the United Nations Development Programme and the United Nations Population Fund, in the proportion

of 80 per cent and 20 per cent, respectively, for an amount of $280,000, calculated on the basis of full costing, to cover the cost to the United Nations Development Programme and the United Nations Population Fund, of two inter-sessional meetings of the Standing Committee for Programme Matters and up to four field visits of an average of six members per field visit to no more than two countries per field visit per year;

3. Requests the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to incorporate the above costs into the revised budget estimates as cost adjustments, to be presented to the Governing Council at its thirty-eighth session;

4. Authorizes the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to make appropriate provision for the biennium 1992-1993 in the administrative budgets of the United Nations Development Programme and the United Nations Population Fund, in the proportion of 80 per cent and 20 per cent, respectively, for an amount of $560,000, calculated on the basis of full costing, to cover the cost to the United Nations Development Programme and the United Nations Population Fund, of two inter-sessional meetings of the Standing Committee for Programme Matters per year, and up to four field visits of an average of six members per field visit to no more than two countries per field visit per year;

5. Requests the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to incorporate the above costs into the biennial budget estimates for 1992-1993 as cost adjustments, to be presented to the Governing Council at its thirty-eighth session;

6. Requests the Administrator of the United Nations Development Programme and the Executive Director of the United Nations Population Fund to revise, as appropriate, the budget provisions for 1992-1993, based on actual expenditure experience in 1991.

Annex II

TERMS OF REFERENCE: FIELD VISITS (UNDP/UNFPA)

1. Length of visit

The team will spend at least five working days in each country visited.

2. Focus of visit

The team shall select at least four from the following list of programme issues:

(a) National execution/national capacity-building;

(b) United Nations system coordination, including common premises;

(c) Programme approach;

(d) Communication;

(e) Importance and relevance of Governing Council decisions;

(f) Process of preparing the country programme;

(g) Technical cooperation among developing countries (TCDC);

(h) HIV/AIDS.

The team may select additional issues as appropriate. The Resident Representative shall have the opportunity to suggest additional issues.

3. Mission contacts

(a) The mission shall meet with as many of the following representatives as possible:

(i) UNDP and UNFPA field staff at all levels, including a separate meeting with the administrative officer;

(ii) United Nations agency staff;

(iii) Project directors and technical advisers;

(iv) Government ministries responsible for aid coordination, finance, and planning as well as relevant sectoral ministries;

(v) Non-governmental organizations;

(vi) Other donors (bilateral, World Bank, etc.).

Sufficient time should be provided for these meetings so as to encourage a thorough dialogue among those in attendance. Some of these meetings may be held without UNDP officials.

(b) The team shall visit at least four projects, and visits to projects outside the capital are strongly encouraged. At least two of the visits should be to UNFPA projects. The team may consider splitting up to facilitate these visits;

(c) The field visits are to be a working mission of the SCPM. Its purpose is to enhance the dialogue between individual members of the SCPM and relative UNDP/UNFPA field representatives and government officials. Courtesy and protocol visits shall be kept at a minimum.

4. Participation

(a) The selection of participants should adhere to decision 91/2. It should include up to 10 representatives of the SCPM, excluding any UNDP headquarters staff that may accompany the team;

(b) Equitable gender representation should be encouraged in the formulation of each team.

5. Selection of countries

The selection of the countries to be visited (no more than two per field visit) and the timing of the visits should be determined by the SCPM based on consultations among appropriate UNDP and government officials.

6. Communication

(a) The team shall inform the field office through UNDP headquarters, at least six weeks in advance, of the specific focus of the visit;

(b) The field office shall provide background material at least two weeks in advance of the visit. The material should consist of the country schedule for the visit, a country programme background paper (e.g. aides-mémoire, country programmes), donor profiles, a detailed list of projects to be visited, and a brief issues paper;

(c) Travel information for all the participants shall be confirmed by UNDP headquarters no later than one week prior to the departure date;

(d) UNDP headquarters shall facilitate the timely exchange of the above information between the field office and team members.

Annex III

FIELD VISITS OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS

LIST OF PARTICIPANTS

Countries visited - United Republic of Tanzania 8-18 January 1992
Botswana 18-25 January 1992

No.	Participants from	Name	Designation
	African States		
1.	Ghana	Mr. James O. Naadjie	Counsellor, Permanent Mission of Ghana to the United Nations
	Asia and the Pacific States		
2.	Indonesia	Mr. Qomarruzaman Sulhani	Chief, Division of Multilateral Cooperation of the National Development Planning Agency
3.	Sri Lanka	Mr. Nagoorpitchai Sikkander	First Secretary, Permanent Mission of the Democratic Socialist Republic of Sri Lanka to the United Nations
	Eastern European States		
4.	Poland	Mr. Ryszard Rysinski	Second Secretary, Permanent Mission of Poland to the United Nations
	Latin America and the Caribbean States		
5.	Saint Lucia	H.E. Dr. Charles S. Flemming	Ambassador, Permanent Mission of Saint Lucia to the United Nations
6.	Venezuela	Mr. Enrique Rondon	First Secretary, Permanent Mission of Venezuela to the United Nations

No.	Participants from	Name	Designation
	Western Europe and Other States		
7.	Netherlands	Mr. Jack Twiss-Quarles Van Ufford	Deputy Head, DMPEG, Ministry of Foreign Affairs
8.	Switzerland	Mr. Ivo Sieber	Third Secretary, Permanent Observer Mission of Switzerland to the United Nations

The SCPM team was accompanied by the following UNDP/UNFPA officials:

UNDP	Mr. Gus Edgren	Assistant Administrator and Director, Bureau for Programme Policy and Evaluation
UNFPA	Dr. Andrew Arkutu	Country Director, Tanzania

Countries visited - Sri Lanka 4-11 January 1992
Indonesia 11-18 January 1992

No.	Participants from	Name	Designation
	African States		
1.	Zaire	Mr. Lukabu Khabouji N'Zaji	Minister, Counsellor, Permanent Mission of the Republic of Zaire to the United Nations
	Asia and the Pacific States		
2.	China	Mr. Yao Wenlong	Senior Programme Officer of the Ministry of Foreign Economic Relations and Trade
	Eastern European States		
3.	Romania	Mr. Ioan Barac	Counsellor, Permanent Mission of Romania to the United Nations
	Latin America and the Caribbean States		
4.	Nicaragua	Mr. Max Stadthagen	Counsellor, Permanent Mission of Nicaragua to the United Nations
5.	Uruguay	Ms. Adriana Lissidini	First Secretary, Permanent Mission of Uruguay to the United Nations
	Western Europe and Other States		
6.	Canada	Mr. Martin Sutter	Canadian International Development Agency (CIDA)
7.	Denmark	Ms. Birte Poulsen	Head of Division, Ministry of Foreign Affairs

The SCPM team was accompanied by the following UNDP official:

	UNDP	Mr. Jean-Jacques Graisse	Director, Division of External Relations, and Secretary, UNDP Governing Council

Countries visited - Egypt 4-11 January 1992
Morocco 11-18 January 1992

No.	Participants from	Name	Designation
	African States		
1.	Algeria	Mr. Rachid Ouali	Head of UNDP Section, Ministry of Foreign Affairs
	Asia and the Pacific States		
2.	Pakistan	Ms. Tehmina Janjua	Second Secretary, Permanent Mission of Pakistan to the United Nations
	Eastern European States		
3.	Bulgaria	Mr. Svetlozar Panov	Third Secretary, Permanent Mission of Bulgaria to the United Nations
	Latin America and the Caribbean States		
4.	Cuba	Mr. Salvador Cabeiro-Quintana	Specialist, State Committee for Economic Collaboration
	Western Europe and Other States		
5.	United States of America	Ms. Margaret Pollack	Chief, Economic and Humanitarian Affairs Division, Department of State
6.	Spain	Mrs. Almundena Mazarrasa	Deputy Director-General, Institute for International Cooperation

The SCPM team was accompanied by the following UNFPA official:

UNFPA	Ms. Ellen Ranneberg-Nilsen	Country Director, Morocco

Countries visited - India 8-15 March 1992
Bhutan 15-22 March 1992

No.	Participants from	Name	Designation
	African States		
1.	Algeria	Mr. Larbi Djacta	Second Secretary, Permanent Mission of Algeria to the United Nations
2.	Mauritania	Mr. Kharass Kane	First Counsellor, Permanent Mission of the Islamic Republic of Mauritania to the United Nations
3.	Nigeria	Mr. Abdullahi L. Sidi	First Secretary, Permanent Mission of Nigeria to the United Nations
	Asia and the Pacific States		
	Nil		
	Eastern European States		
	Nil		
	Latin America and the Caribbean States		
4.	Bolivia	Mr. Luis Pablo Ossio-Bustillos	Second Secretary, Permanent Mission of Bolivia to the United Nations
5.	Guyana	Ms. June Persaud	Minister Counsellor, Permanent Mission of Guyana to the United Nations
	Western Europe and Other States		
6.	Denmark	Mr. Ulrich Sorensen	First Secretary, Permanent Mission of Denmark to the United Nations

No.	Participants from	Name	Designation
	Western Europe and Other States (continued)		
7.	Netherlands	Mr. Kees P. Rade	First Secretary, Permanent Mission of the Netherlands to the United Nations
8.	Norway	Ms. Ola Brevik	Second Secretary, Permanent Mission of Norway to the United Nations
9.	Switzerland	Ms. Nicole Wyrsch	Desk Officer, Multilateral Development Affairs, SDC

The SCPM team was accompanied by the following UNDP official:

	UNDP	Mr. Filip Marusic	Principal Officer, Policy Division, Bureau for Programme Policy and Evaluation

	Countries visited - Syrian Arab Republic Yemen		31 August-6 September 1992 7-13 September 1992
No.	Participants from	Name	Designation
	African States		
1.	Ghana	Mr. Simon Nyamikeh	First Secretary, Permanent Mission of Ghana to the United Nations
2.	Nigeria	Mr. K. O. Olisemeka	Minister, Permanent Mission of Nigeria to the United Nations
	Asia and the Pacific States		
	Nil		
	Eastern European States		
3.	Poland	Mr. Wojciech Ponikiewski	Third Secretary, Permanent Mission of the Republic of Poland to the United Nations
4.	Romania	Mr. Gheorghe Vlad	First Secretary, Department of International Organizations, Section of Technical Cooperation, Ministry of Foreign Affairs
	Latin America and the Caribbean States		
5.	Cuba	Mr. Salvador Cabeiro-Quintana	Specialist of the State Committee for Economic Collaboration
6.	Saint Lucia	Mr. Peter Lansiquot	Economist, Ministry of Planning and Personnel
7.	Austria	Mr. Thomas Stelzer	Counsellor, Permanent Mission of Austria to the United Nations
8.	Germany	Mr. Christian Neumann	Deputy Head of Division, Ministry for Economic Cooperation

Countries visited - Bolivia — 31 August-6 September 1992
Paraguay — 7-13 September 1992

No.	Participants from	Name	Designation
	African States		
	Nil		
	Asia and the Pacific States		
	Nil		
	Eastern European States		
1.	Russian Federation	Mr. Yuriy N. Isakov	Senior Counsellor, Permanent Mission of the Russian Federation to the United Nations
	Latin America and the Caribbean States		
2.	Nicaragua	Mr. Max Stadthagen	Counsellor, Permanent Mission of Nicaragua to the United Nations
3.	Uruguay	Mr. William Ehlers	First Secretary, Permanent Mission of Uruguay to the United Nations
	Western Europe and Other States		
4.	France	Mr. Thierry Borja de Mozota	Direction des Nations Unies et Organisations internationales, Ministère des Affaires Etrangères
5.	Italy	Mr. Massimo Amadio	Technical Adviser, Development Cooperation, Ministry of Foreign Affairs
6.	United Kingdom	Mr. Peter Twite	Second Secretary, United Nations Commonwealth Department, Overseas Development Administration

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UNITED NATIONS

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PROGRAMME PLANNING AND IMPLEMENTATION

Matters relating to the programming cycle

Request for "as if" LDC status from the Government of Albania

Note by the Administrator

I. BACKGROUND

1. Albania is a small country of 28,748 square kilometres, with a population of 3.2 million. It shares a 483 km border with the former Yugoslav Republic of Macedonia and a 280 km border with Greece. Italy is less than 80 kms away across the Strait of Otranto. Albania has a relatively homogenous population with a small Greek minority.

2. From 1944 to 1990, Albania followed a rigid Stalinist form of Communism. In 1990, Albania started to move towards democracy and a market-oriented economy. The transition has been a difficult one, marked by attempts at mass exodus to Italy and the collapse of all systems of production that has led to a need for massive food aid from the international community.

3. During the past two years, efforts have been made to introduce fundamental reforms. These include distribution of land, privatization, liberalization of trade, free press, rehabilitation of former political prisoners and freedom to travel. Current structural reforms, however, require increased regular development assistance, principally in the form of technical cooperation.

4. The Government is now facing a crisis. Unemployment has increased sharply and the real purchasing power of families is continuing to decrease. The per capita gross national product (GNP) of Albania has declined considerably from its 1989 level of $900. Although precise figures are not yet available, it is expected that the per capita GNP of Albania in 1992 or 1993 will fall below the threshold for least developed country (LDC) eligibility.

II. ALBANIA AND LDC CRITERIA

5. LDC status is determined through four main criteria: (a) population; (b) income; (c) quality of life; and (d) potential for economic diversification. The use of subsidiary criteria is also considered to allow appropriate flexibility to evaluate specific cases.

6. In assessing the Albanian situation against the criteria for LDC status, it is important to take into account the difficulty in obtaining accurate data, particularly for the years 1990 and earlier.

7. In its request for "as if" LDC status, the Government makes the case that sufficient criteria are met for Albania to be granted such status.

8. Addendum 1 to the present report contains the document prepared by the Government providing detailed information for the consideration of the Governing Council, including the best available data as of the end of 1992. The Government is also submitting an update of the document, which will be available as a conference room paper and will follow the methodology for determining LDC status.

III. CONCLUSIONS

9. The international community has in recent months responded to the extremely critical emergency in Albania by providing large quantities of food and humanitarian aid. UNDP has been among the first to respond positively to the Albanian call for supporting the transition by opening a field office in Tirana in August 1992. UNDP is committed to continuing its support to Albania.

10. The fourth country programme for Albania, currently being prepared will address: (a) the social dimension of economic and financial reforms; (b) consolidation of the democratic processes; and (c) the creation of a national management development capacity. The granting of "as if" LDC status to Albania would give the country access to increased UNDP and United Nations resources, including Special Programme Resources, which would greatly facilitate the Government's efforts to overcome the extraordinary difficulties the country is facing.

IV. RECOMMENDATION

11. The Administrator recommends that the Governing Council grant "as if" LDC status to Albania.

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REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE SPECIAL SESSION OF THE GOVERNING COUNCIL, 16-19 FEBRUARY 1993

Rapporteur: Mr. Thomas STELZER (Austria)

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I. OPENING OF THE MEETING, ELECTION OF THE RAPPORTEUR, ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK

1. The Standing Committee for Programme Matters held an in-sessional meeting during the special session of the Governing Council convened in New York from 16 to 19 February 1993. The Vice-President of the Governing Council, H.E. Dr. Oscar Serrate Cuellar (Bolivia), served as Chairman of the Committee. Mr. Thomas Stelzer (Austria) was elected Rapporteur.

2. At its first meeting on 16 February 1993, the Standing Committee adopted its agenda and tentative schedule of work contained in document DP/1993/L.1. The Standing Committee also agreed to maintain a flexible schedule of work.

CHAPTER II. FIELD VISITS

3. The report of the UNDP/UNFPA field visit to Bolivia (29 August-5 September 1992) and Paraguay (6-13 September 1992) was presented by the delegate from the United Kingdom. He noted that representatives of four delegations had participated in the visit: Italy, Russian Federation, United Kingdom and Uruguay. In his presentation, the delegate of the United Kingdom drew the attention of delegations to the many detailed conclusions in the report and highlighted the degree of cooperation between UNDP and the Governments of both countries and the notable commitment of both UNDP and other United Nations system staff in the field offices.

4. During the discussion, one delegate commented on the report, drawing attention to the social aspects of development in the transition to a market economy and the use of UNDP resources to support a strategy for this; to the creation of a data bank to support market reforms; and to the need for further analytical work on the introduction of a market economy.

5. The report of the field visit to Syria (31 August-6 September 1992) and Yemen (7-13 September 1992) was presented by the delegate from Ghana, who noted that representatives of eight countries had participated in the visit: Austria, Cuba, Germany, Ghana, Nigeria, Poland, Romania and Saint Lucia. In commenting on the field visit, he thanked the staff of UNDP in both countries for their decisive contribution to the success of the field visit. He drew attention to the conclusions of the detailed report of the field visit. He also drew attention to the introduction of the programme approach in both countries, noting some of the difficulties still existing. With respect to national execution, the Government of Syria had embraced this modality for UNFPA projects, but only a few UNDP activities were nationally executed. In both countries, the neutral and catalytic role of UNDP was recognized. As regards coordination, the existing framework was adequate in Syria, but practical problems existed in Yemen on the sides of both the Government and UNDP. The performance of the Office for Project Services was considered to be mixed in the two countries. The role of UNDP as an important partner in development in both countries was acknowledged.

6. A number of other delegates commented on the report on visits to Syria and Yemen. It was noted that the report on the field visits to these two countries seemed less positive than the observations made on the two Latin American

countries. A comparison was requested between the two regions with regards to the reasons for the different degree of implementation of Governing Council decisions. It was noted that the lack of a national plan would hinder a programme approach, yet many countries lacked such a plan, especially the poorer countries. One delegation noted that the problem of existing differences between official and market exchange rates would have to be taken up with concerned Governments to assure UNDP the most favourable exchange rate. While one delegate questioned whether UNDP had fully implemented relevant General Assembly resolutions at the field level, another pointed out that objective conditions often hindered their implementation in concrete cases. It was proposed that a synthesis be prepared on the field visits held so far.

7. The Assistant Administrator and Director, BPPE, responded to delegations by noting that the countries under discussion represented extremes in application of the programme approach. In one case, there was support at the highest level for the programme approach but in another there was need for an incremental approach to achieve a programme approach. At the fortieth session of the Governing Council, a report would be submitted on decentralization and there would also be an overview report on the programme approach. He also stated that while it was desirable to have a comprehensive national plan for the programme approach, it was also possible to use sectoral plans or investment plans for this purpose.

8. The Assistant Administrator and Director of the Regional Bureau for Arab States added that the specific realities in each country needed to be taken into account when judging programme implementation. On exchange rates, he noted that UNDP was following this matter closely.

9. The Chairman of the Committee underlined the value of field visits and the importance of their continuation, but cautioned against making comparisons between countries, given their diversity.

10. The Committee took note of the reports before it and agreed that the Bureau of the Governing Council should discuss modalities for preparing a synthesis of field visits and report back to the Committee.

11. In reporting back to the Committee, the Bureau agreed to undertake a synthesis of the findings and recommendations contained in the reports on field visits that have so far been submitted to the Standing Committee. The synthesis of the reports would be submitted to the Standing Committee at its in-sessional meeting during the fortieth session of the Governing Council.

III. COUNTRY PROGRAMMES AND PROJECTS

A. Africa

Ethiopia

12. The Resident Representative presented the fifth country programme for Ethiopia (DP/CP/ETH/5), which had a net indicative planning figure (IPF) of $146.3 million for the period 1993-1997. Support to activities in six areas was proposed: increased food production; food security and nutrition; improvement of the resource-population-sustainability balance; capacity-building in human

resource development in both the public and private sectors; disaster-preparedness, prevention and mitigation; management of economic and technical change in both the public and private sectors; and economic recovery and reconstruction. He emphasized that the new country programme would be reviewed at the beginning of 1994 following national elections and the installation of a new Government.

13. The representative of Ethiopia provided background on political developments and the economic situation in the country, emphasizing the extensive demobilization of soldiers, the transition to a market economy and the progressive laws and reforms introduced. He noted the importance of reviewing the country programme in 1994 after the elections. He indicated that aid coordination was the responsibility of the Government but tnat there was need for more coordination of the United Nations system and within UNDP - in the latter, particularly for addressing transborder issues such as drought.

14. Eight other delegations commented on the country programme. The forthright assessment of the fourth programme was commended. Several delegations observed that the links among the six areas of concentration were not clear nor had environmental issues been addressed sufficiently. One delegation felt that the programme encompassed too many areas of activity. UNDP should concentrate on areas where it had a comparative advantage and experience, particularly in capacity-building, poverty alleviation, and in support of the programme for management of the economy and technical change. One delegation proposed that UNDP should assist in developing cross-sectoral policies and programmes since sectoral activities had received considerable attention. Support by UNDP for elections and for Eritrea were not mentioned in the document and delegates sought further information in that regard. One delegation called for greater prioritization and attention to lessons learned from implementing the previous country programme and called for increased efforts for integrating activities of the United Nations system while another delegation commended the United Nations for its coordination efforts at the field level. The need for finding a balance between relief and longer-term development assistance was stressed and the need to review the programme in early 1994 was underlined. It was noted that more resource mobilization was critical for the success of the programme.

15. In reply to questions, the Assistant Administrator emphasized that considerable attention was being given to improving coordination both in the United Nations system and within UNDP. She noted that $6 million from the IPF for Ethiopia had been earmarked for Eritrea, with the agreement of the Government of Ethiopia, should Eritrea elect for statehood, and that in the meantime UNDP was maintaining its liaison office in Asmara.

16. The Resident Representative replied that efforts would be made to associate other United Nations agencies, the World Bank, the International Monetary Fund and bilateral donors with the preparation of programme frameworks for the country programme and assured the Committee that links between programmes would be further detailed. The important issues of environment and gender would be incorporated as integral parts of the subprogrammes. UNDP assistance would be given to the electoral process and national execution would be sought, relying on implementing agencies in areas where Government capacity was not well developed.

17. The Committee recommended that the Governing Council approve the fifth country programme for Ethiopia.

Ghana

18. The fifth country programme for Ghana (DP/CP/GHA/5), with a net IPF for the period 1993-1996 of $46.8 million, was presented by the representative of the Government of Ghana. The country programme focused on three main areas of concentration: capacity-building for development management; support for the private sector and science and technology development and participatory development for poverty alleviation. The representative provided background information on the country's development, in particular its experiences with human development and the social implications of structural adjustment, and noted that the Government supported the national execution modality for the fifth cycle and would establish a framework for national execution of programmes through a national programme management committee.

19. Several delegations commended the country programme, including its three areas of concentration, and its strong regional thrust, while one found the programme too ambitious, given the limited resources. Several delegations also pointed out the need for a concerted centralized effort in Ghana to use aid effectively. Another delegate suggested that a plant-breeding programme should be included under the agricultural programme. The comparative advantage of UNDP with regard to combating AIDS in Ghana was questioned, in view of the large donor commitment in this area. It was suggested that performance indicators should be output-oriented and quantifiable to make it possible to assess achievements. One delegate regretted that UNDP activities in Ghana in the past had not been more focused and expressed his satisfaction at the improved quality of the fifth country programme, especially the emphasis on cooperative efforts with other donors and on private sector development. The utility of national technical cooperation assessment and programmes (NATCAP) exercises in Ghana as an effective aid coordination mechanism was questioned.

20. The Resident Representative responded by noting that monthly meetings with donors were being held; that there was an emphasis on bottom-up planning; that the agricultural programme was designed to be comprehensive; and that UNDP had a key role to play in the fight against AIDS in cooperation with other donors. He undertook to incorporate the suggestions made in the implementation of the programme.

21. The Committee recommended that the Governing Council adopt the fifth country programme for Ghana.

Mauritania

22. The Assistant Administrator and Director, Regional Bureau for Africa introduced the fourth country programme for Mauritania (DP/CP/MAU/4) for the period 1993-1996. It had a net IPF of $17.2 million and identified two areas of concentration: rural development and human resources and poverty alleviation. It took into account the priorities for technical cooperation outlined in the Government's programme for economic consolidation and growth, which remained valid. In addition to the IPF, the Joint Consultative Group on Policy agencies

would provide $47 million and other UNDP-administered funds were expected to contribute up to $27.1 million.

23. The Representative of Mauritania expressed his Government's appreciation to UNDP and called for approval of the country programme, which was highly relevant for the country's development.

24. One delegation commented that the areas of concentration represented high priorities for the country; another said the objectives were imprecise and did not entirely reflect what had already been accomplished in the country, for example, in the development of the infrastructure. The need for balance between urban and rural development programmes was emphasized along with the need for close collaboration among donors, for which UNDP played an important role.

25. The Committee recommended that the Governing Council approve the fourth country programme for Mauritania.

Rwanda

26. The fifth country programme for Rwanda (DP/CP/RWA/5), covering the period 1993-1996, with a net IPF of $30.1 million, was presented by the Assistant Administrator and Director of the Regional Bureau for Africa. The previous programme had been extended to cover 1992, in order to allow more time for the preparation of the fifth programme, considering the political changes taking place. Reference was made to the recommendations of the round-table meeting in July 1992 in Geneva and to the Government's efforts in the context of a Structural Adjustment Programme.

27. The country programme concentrated on two main areas: (a) poverty alleviation and social development and (b) strengthening national policy and management capacities. In the context of the first theme, UNDP would provide support for the formulation and implementation of a social development policy for institutions to implement the policy; increase incomes of vulnerable groups in rural areas; improve access to social services; and tackle the socio-economic impact of AIDS. Finally, it would support a global information-education communication programme. Under the second theme, UNDP cooperation would concentrate on programme coordination, including follow-up and evaluation; improvement of policy and management capacities as well as the coordination of aid; public administration reform and decentralization; and private sector development.

28. It was pointed out that the UNDP technical cooperation programme should be seen in the context of, and should be responsive to, changes towards democratization, free and fair elections and the participation of all population groups in the development process. Reintegrating internally displaced persons and returning refugees would represent a particular challenge to the Government and the whole donor community.

29. The representative of Rwanda confirmed his Government's priorities and the relevance of the UNDP country programme. He also referred to the war situation affecting the country, the peace effort being undertaken and the democratization and electoral process under way.

30. Several representatives referred to the events of the past two weeks, which had dramatically increased the flow of people into neighbouring countries as well as the number of internally displaced people. They questioned whether it was opportune to proceed with the approval of the country programme and the long-term commitments proposed. Concern was also expressed about the security situation resulting from the breakdown in the agreed cease-fire. The question was raised whether, under the present circumstances, there was an environment enabling the implementation of the country programme as presented.

31. Some representatives confirmed their agreement with the relevance of the priority areas as set forth in the country programme and the actions proposed to attain them while others found that the country programme did not adequately address the Government's management capacity, and that while the programme was detailed, it seemed to be based on a weak hypothesis.

32. Others observed the need to reduce the turnover of national staff, the importance of adequate and timely response by UNDP headquarters to field requests for consulting services, the increased role of UNDP and donor coordination required to strengthen the role of the national technical cooperation assessment and programmes (NATCAP) exercise, and the need for the Government to implement more actively the planned reforms, including decentralization.

33. Taking into account the views expressed by delegates, the Committee noted that UNDP would organize a round-table meeting on humanitarian assistance by the end of March 1993 and would apply maximum flexibility in the implementation of the programme to ensure that adjustments were made to take into account the specific circumstances of the country. It would carry out close monitoring to ensure that the most critical needs were appropriately addressed.

34. The Committee recommended that the Governing Council approve the fifth country programme for Rwanda, with the provision that the Administrator would present an interim report to the Council at its fortieth session (1993) on the implementation of the country programme as well as on the evolution of the political circumstances in the country and their possible effect on the implementation of the programme.

Sao Tome and Principe

35. The Assistant Administrator and Director of the Regional Bureau for Africa (RBA), introduced the fourth country programme for Sao Tome and Principe (DP/CP/STP/4), with a net IPF of $39 million. He noted that the third country programme, approved for the period 1988-1991, had been extended for one additional year, through 1992. This had been done to incorporate results of the round-table process in the formulation of the new country programme for the period 1993-1996. The fourth country programme reflected the results of the round-table meeting held in Geneva in July 1992, the follow-up mission on the debt rescheduling held in February 1993 and the ongoing discussions concerning an expanded structural adjustment facility. It also emphasized the important support of the donor community to Sao Tome and Principe and the aid coordination role of UNDP. The country programme focused on two major areas: poverty alleviation through rural development and development management. These programmes would serve as catalyst for attracting and coordinating United

Nations agencies and multi- and bilateral donor assistance. The multi-party democratic system adopted by Sao Tome would facilitate successful implementation of the programme.

36. One delegation strongly supported the approval of the country programme, emphasizing the challenges that the country faced and the appropriateness of the focus given by the programme. Another delegation requested clarification on how UNDP intended to tackle the issue of incentives and motivation for national civil servants and saw this as a possible obstacle to programme implementation.

37. In response, the Assistant Administrator mentioned that the problems of incentives and salary for national civil servants and project counterparts were being addressed globally through the NATCAP exercise and studies such as the recent RBA initiative for capacity-building in Africa. The subject would be specifically addressed in the national context through an inter-agency and multi-donor initiative.

38. The Committee recommended that the Governing Council approve the fourth country programme for Sao Tome and Principe.

Swaziland

39. The Resident Representative presented the fifth country programme for Swaziland (DP/CP/SWA/5), covering the period 1993 to 1996, with a net IPF of $4.1 million. The overall programme aimed at assisting the Government in developing a medium- and long-term framework for decision-making in resource allocation for development. Such a framework would serve as a catalyst for attracting additional resources for needed technical cooperation. Within this overall framework, the country programme would focus on: (a) human development and employment promotion; (b) small-holder productivity; (c) sustainable environment and water resource management; and (d) public sector management of structural change.

40. Several delegations endorsed the content and strategy of the country programme. The need to avoid spreading the limited resources of the country programme over too many areas was, however, noted.

41. In response, the Resident Representative indicated that UNDP shared the concern about resources being spread too thinly, but stressed that the main thrust of the programme was to assist the Government and other appropriate national institutions develop strategic frameworks for the various areas of intervention, and not to use UNDP resources to make direct interventions in all of these areas.

42. The Committee recommended that the Governing Council approve the fifth country programme for Swaziland.

Zimbabwe

43. The Deputy Resident Representative presented the third country programme for Zimbabwe (DP/CP/ZIM/3) for the period 1993 to 1996, with a net IPF of $18.4 million. The thrust of the new country programme was to support the Government's economic reform programme, concentrating on three key areas: economic management, income generation and environment. He noted that a long-term perspective study was expected to be launched in the early stages of country programme implementation.

44. The representative of the Government of Zimbabwe expressed his gratitude to UNDP for its support to the development of his country since independence. He stated that the third country programme differed both in its focus and implementation modality from the previous country programme and emphasized the Government's commitment to the national execution modality for capacity-building. He was appreciative of the catalytic role of UNDP and made specific mention of a national seminar on environment organized by UNDP. He underlined that the country programme was directly related to the Government's economic reform programme.

45. Nine representatives commented on the country programme. The concentration in three key areas where UNDP had comparative advantages was commended. The effectiveness of the UNDP office in Harare was also commended by several speakers. Clarification of the UNDP role in implementation and monitoring the economic reform programme was sought and it was observed that UNDP assistance should go beyond the study of public enterprises to support for privatization. Two delegations noted with concern that only 4 per cent of the IPF had been proposed as support for work on the environment. Another noted that HIV/AIDS, although a major problem, was not included as an area for assistance. The target from national execution was considered to be highly ambitious and the lack of indicators of programme would make monitoring and assessment difficult. Delegations also noted that UNDP should play a more active role in aid coordination.

46. The representative of the Government of Zimbabwe replied to questions raised, noting the constraints to privatization but emphasizing the wish of the Government to see ownership in the hands of nationals and to achieve full national execution of the country programme. The Deputy Resident Representative pointed out that non-IPF resources were expected to finance activities in the field of environment but would not target tourism, as proposed by one delegation. The World Bank was contributing substantially to the national programme on AIDS. Efforts were under way to improve United Nations coordination. Indicators of progress, while implicit in the document, would be elaborated during the development of subprogrammes and projects to facilitate evaluation.

47. The Committee recommended that the Governing Council approve the third country programme for Zimbabwe.

B. Arab States

Algeria

48. The sixth country programme for Algeria (DP/CP/ALG/6), for the period 1993 to 1996, was introduced by the Assistant Administrator and Regional Director for the Arab States. The programme was based on four themes - three addressing socio-economic reforms and one on sustainable development. These were: employment promotion; export promotion and diversification; environmental protection; and support for socio-economic reforms. The fifth cycle net IPF allocation for Algeria totalled $9.5 million and was to be supplemented by estimated cost-sharing of $11.1 million.

49. The representative from Algeria also made a presentation of the country programme, stressing the close relationship between UNDP and the Government, which had resulted in a substantial cost-sharing contribution.

50. Delegations lent their support to the design and objectives of the programme. On the question of coordination, satisfaction was expressed by some while more information was sought on how UNDP intended to avoid duplication with bilateral programmes. The need was expressed for further coordination in the area of environment. Support for the emphasis on macroeconomic reform was given and it was recommended that particular attention be given to priority setting taking into account the main development problems.

51. The Committee recommended that the Governing Council approve the sixth country programme for Algeria.

Djibouti

52. The third country programme for Djibouti (DP/CP/DJI/3) was introduced by the representative of Djibouti. The $2.7 million net IPF programme for Djibouti for the period 1993-1996 emphasized three areas: (a) management of the economy and promotion of the private sector; (b) development of human resources and the social sectors; (c) environmental protection and community action.

53. Delegations emphasized the importance of the private sector and the need to provide further incentives for private investment. Strong support was expressed for human resource development and water resource management, in particular, groundwater. Questions were raised on how technical cooperation among developing countries (TCDC) would be implemented and on the results of the 1991 in-depth evaluation of the previous country programme. Questions were also raised on the feasibility of organizing a donor round-table meeting, given the present political upheavals, and on whether the areas of focus in the programme were too ambitious (although well chosen), given the limited IPF.

54. The Chief of Division confirmed that the promotion of the private sector was critical for the economy and that activities were being carried out to review fiscal and administrative regulations with a view to attracting foreign investments. Regarding TCDC, arrangements had been made with the Government of Tunisia to implement through UNDP a programme of cooperation using Tunisian experts in various sectors. On the round-table proposal, UNDP expressed the

view that, given the present situation, the round-table exercise might not be convened in 1993, as originally planned. As regards the limited IPF resources, UNDP indicated that the present country programme would be funded by additional resources made available from other funds such as the United Nations Capital Development Fund, the United Nations Sudano-Sahelian Office and Special Programme Resources.

55. The Committee recommended that the Governing Council approve the third country programme for Djibouti.

Egypt

56. The representative of Egypt and the UNDP Resident Representative presented the fifth country programme for Egypt (DP/CP/EGY/5) for 1992 to 1996, which had a net IPF of $44.9 million and was focused on national capacity-building in two areas of concentration: economic and management development and sustainable human development.

57. Nine delegations, in addition to the delegation of Egypt, commented on the country programme, noting, in particular, the focus on national capacity-building and sustainable human development and participatory approaches; the emphasis on management development; the inclusion of support to the Social Fund and the attempt to implement priorities set out by the Governing Council and in General Assembly resolution 44/211. The programme was commended for being well developed and innovative and for attempting to take a strategic approach to the development challenges facing Egypt. While several delegations welcomed the use of the programme approach, there was concern that the organization of the public sector in Egypt might pose difficulties for implementing such an approach. While several delegations considered the programme to be well focused, one said it was too dispersed and concentrated its support on too many institutions. It was suggested that greater attention was needed to transfer and adapt technology for development, and to mobilize more resources, including through cost-sharing. One delegation encouraged the stated interest of UNDP in exploring the transnational economic potential for Egypt.

58. It was proposed that UNDP support to the economic reform programme should not focus on establishing new mechanisms but rather on human and social dimensions. The need for operational units was noted and one representative asked what role UNDP could play in privatization/public enterprise reform in Egypt. It was also felt that priorities should be established for technical cooperation in support of the Social Fund. The Resident Representative, in reply, said that the national programme on which the programme approach of the country programme was centred was the national economic reform and structural adjustment programme and that the issue of sustainability should not be seen only in institutional terms but also in terms of the sustainability of society as a whole.

59. The Committee recommended that the Council approve the fifth country programme for Egypt.

Lebanon

60. The representative of Lebanon and the Resident Representative introduced the third country programme for Lebanon (DP/CP/LEB/3), for the period 1992 to 1996 which had a net IPF plus carry-over of $19 million and estimated cost-sharing of $5 million. Those resources would be concentrated in the areas of: (a) reactivation of the public sector through support to economic management and public administration reform; (b) social reconstruction; and (c) economic revitalization through balanced development.

61. The representative of one country supported approval of the programme, noting that while the programme was ambitious the reactivation of UNDP activities in Lebanon was welcomed. It was questioned whether the programme approach was being followed and concern was raised as to whether the holding of a mid-term review in 1995 was too late, given that the programme period was for 1992 to 1996. In reply, the Resident Representative indicated that the programme approach was being introduced in a number of areas and that the mid-term review was scheduled for the beginning of 1995, as it was taking time to build up the programme and there had been an effort to integrate the mid-term review with the end of the national emergency rehabilitation programme.

62. The Committee recommended that the Governing Council approve the third country programme for Lebanon.

C. European States

1. Country programmes

Bulgaria

63. The Director of the Division for Europe and the Commonwealth of Independent States introduced the fifth country programme for Bulgaria (DP/CP/BUL/5) for the period 1993 to 1996, which had a net IPF of $2.9 million. He highlighted the four main areas of concentration: environmental protection; support to the private sector; management development; and restructuring agricultural production and food industry.

64. He indicated that with the opening of the new UNDP office in Sofia, the opportunities for cost-sharing on projects in these key areas should be greatly enhanced and, given the limited IPF resources, it was intended to use UNDP resources as seed money for the formulation of projects likely to attract additional resources. In terms of execution modalities, he stressed that national execution would be actively applied in the implementation of projects.

65. The representative of Bulgaria expressed appreciation for UNDP assistance to his country and highlighted its importance to his country's transitional programme.

66. Three other delegates spoke in favour of the country programme. The document was found to be concise, but ambitious. It was hoped that programming activities would be catalytic but at the same time realistic. The view was

expressed that the application of national execution should pose no problem for Bulgaria.

67. The Committee recommended that the Council approve the fifth country programme for Bulgaria.

Malta

68. The Deputy Director of the Division for Europe and the Commonwealth of Independent States introduced the fifth country programme for Malta (DP/CP/MAT/5), explaining that Malta had achieved net contributor status in the fifth cycle and as such had a net IPF of $715,492 for the years 1993-1996; this would be the last country programme for Malta. One of the key elements was the Government's plans to share its UNDP experience and expertise gained through a number of technical cooperation among developing countries activities with other countries.

69. A question was raised concerning the level of cost-sharing activities. In reply, the representative of UNDP stressed the contribution the Government of Malta was making, both in terms of cash and in terms of support, to the national programmes, which UNDP resources were also supporting.

70. The Committee recommended that the Governing Council approve the fifth country programme for Malta.

Romania

71. The Resident Representative introduced the fifth country programme for Romania (DP/CP/ROM/5), for the period 1993 to 1996, which had a net IPF of $2 million and three areas of focus: human resources development; privatization; and environmental protection. In view of the limited UNDP resources, he indicated that UNDP was working very closely with other donors in these fields. He also made reference to a project which lay outside the three main areas of concentration and which was financed mainly by a French trust fund. The aim of the project was to design a comprehensive export promotion policy supporting the efforts of the numerous economic agents currently engaged in export activities. Systematic synergy with other United Nations agencies had also been sought for the human development dimensions of the programme - notably the United Nations Children's Fund, the World Bank, the World Health Organization and the United Nations Population Fund. In the field of democratization and human rights protection, close cooperation had been established with the United Nations Centre for Human Rights, which had undertaken an important technical cooperation programme for Romania.

72. The representative of Romania expressed appreciation to UNDP staff for the efforts made in finalizing the programme document, stressing that in view of the serious economic problems of Romania, which had been aggravated by the embargo on the Federal Republic of Yugoslavia (Serbia and Montenegro), the level of IPF resources was insufficient. Despite the difficult transition, Romania has been successful in making considerable progress in the area of privatization and small-scale enterprise development as well as in its democratization efforts.

73. Five other representatives spoke, supporting the programme and noting its limited resources, but expressing agreement on the priority areas selected. One delegation wondered whether the environmental protection and energy conservation should be a priority for UNDP, given the level of involvement of other donors in the field and stressed the need for close coordination. In response, the Resident Representative pointed to the involvement of UNDP in Global Environment Facility (GEF) projects covering the Black Sea and the Danube, key areas for Romania and for UNDP coordination efforts with national activities in this field as well as with those of external donors.

74. The Committee recommended that the Governing Council approve the fifth country programme for Romania.

2. Extensions of country programmes

Cyprus

75. The Deputy Director of the Division for Europe and the Commonwealth of Independent States introduced the extension of the third country programme for Cyprus. In doing so, he drew attention to the intention of UNDP to pursue an equitable distribution of resources to island-wide activities, including bi-communal activities, during the extension of the programme.

76. The Committee recommended that the Governing Council approve the second extension for one year of the third country programme for Cyprus.

CHAPTER V. RECOMMENDATIONS OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS

77. Following its consideration of the items before it, the Standing Committee recommended that the Governing Council adopt the following draft decision:

DRAFT DECISION

Country, intercountry and global programmes

The Governing Council

1. Approves the following country programmes:

African States

Fifth country programme for Ethiopia	DP/CP/ETH/5
Fifth country programme for Ghana	DP/CP/GHA/5
Fourth country programme for Mauritania	DP/CP/MAU/4
Fourth country programme for Sao Tomé and Principe	DP/CP/STP/4

African States (continued)

Fifth country programme for Swaziland	DP/CP/SWA/5
Third country programme for Zimbabwe	DP/CP/ZIM/3

Arab States

Sixth country programme for Algeria	DP/CP/ALG/6
Third country programme for Djibouti	DP/CP/DJI/3
Fifth country programme for Egypt	DP/CP/EGY/5
Third country programme for Lebanon	DP/CP/LEB/3

European States

Fifth country programme for Bulgaria	DP/CP/BUL/5
Fifth country programme for Malta	DP/CP/MAT/5
Fifth country programme for Romania	DP/CP/ROM/5

Asian States

Fifth country programme for Papua New Guinea	DP/CP/PNG/5

Latin American and Caribbean States

Third country programme for Cayman Islands	DP/CP/CAY/3
Fifth country programme for Jamaica	DP/CP/JAM/5
Fifth country programme for Panama	DP/CP/PAN/5
Third country programme for Turks and Caicos Islands	DP/CP/TCI/3

2. Approves the fifth country programme for Rwanda with the provision that the Administrator shall present an interim report to the Council at its fortieth session on the implementation of the country programme as well as the impact which the evolution of the general context of the country may have on the implementation of the programme;

3. Also approves the extension of the third country programme for Cyprus (DP/CP/CYP/3/EXTENSION I);

4. Takes note of the Administrator's intention to continue to approve projects on a case-by-case basis for Somalia, pending normalization of the situation in the country; and requests the Administrator to report orally to the Council at its fortieth session on the results and progress of UNDP efforts in Somalia and to submit a written report on progress and results to the Council at its special session in February 1994;

5. Takes note of the tentative timetable for mid-term reviews 1993-1995 as contained in document DP/1993/6.

6. Decides (a) to discuss the general question of project approval on a case-by-case basis at its fortieth session and (b) to examine the timetable of the mid-term reviews at its fortieth session in the light of the views expressed by delegates at the special session.

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MATTERS RELATING TO THE PROGRAMMING CYCLES

Communications received containing requests to be given recipient status

Note by the Secretariat

The Administrator wishes to inform the Governing Council that he has received communications containing requests to be given recipient status from Eritrea and the former Yugoslav Republic of Macedonia.

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